FINDING A PLACE IN THE CITY: A CASE STUDY OF GREAT LAKES REGION REFUGEES IN THE ETHEKWINI MUNICIPALITY

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DECLARATION

Submitted in fulfilment/partial fulfilment of the requirements for the degree of …………………………………………………………, in the Graduate Programme in ……………………….., University of KwaZulu-Natal,

Durban, South Africa.

I declare that this dissertation is my own work. It is being submitted for the degree of ………………………………………………… in the Faculty of Humanities, Development and Social Science, University of KwaZulu-Natal, Durban, South Africa. It has not been submitted before for any degree or examination in other University.

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Student Name

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Date

DEDICATION

I dedicate this work to the following people:-

1) To Dad and Mum, Godifred Bakunda and Dancille Nyirabahigi for the love and support that you have given to me as a son;

2) To my wife Vestine Mukaminani for kindly and loving support and a real gift from God;

3) To my children Nick Rwandarugali and Noella Abahirwa, for their everyday moral support and encouragement and,

4) To the Almighty who made it all possible.

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ABSTRACT

Worldwide, the experiences of refugees on place and their integration into host countries are understood differently. This study seeks to understand how asylum seekers and refugees found a place and settled in South Africa Cities. The study focuses on asylum seekers and refugees, not on economic immigrants. By using a qualitative case study approach, the research has been able to explore how Great Lakes Region refugees, living in the eThekwini metropolitan area, negotiate their place in the city and to what extent they are and they can be integrated into the eThekwini municipal IDP (Integrated Development Planning). The study explores their life experiences of place, social exclusion, social networks and views on their integration. Refugees and key stakeholders in Durban Metropolitan were interviewed and conclusions are drawn from their responses and the literature consulted. The eThekwini Metropolitan inner-city area was chosen as the focus of the research because the majority of Great Lake Region refugees are living and working in this area (personal life experience - the researcher, 2010). Nineteen refugees (including three community leaders), and ten key stakeholders were chosen and interviewed by using purposive and snowball sampling methods. Interviews were conducted by using in-depth interviews while data was analyzed using the interpretative-descriptive research approach. A multicultural theory is used as the main approach to understand and to guide this study. Therefore some of the findings emanating from this study will add to the understanding of how to deal with the complexity of our urban spaces and provide challenges and opportunities which planning needs to understand and engage within the response of refugee communities in South Africa cities. This includes instauration of refugee reception centres at the point of entry, refugees' integration of municipal policies, and efficient implementation of the existing South African Refugee policies.

LIST OF ABREVIATIONS

DRC	Democratic Republic of Congo
GLR	Great Lake Region
CAR	Central African Region
DRSP	Durban Refugee Service Providers
EMA	eThekwini Metro Area
ID	Identity Document
IPS:	Integrated Planning Strategy
KZN	KwaZulu- Natal
KZNRC	KwaZulu-Natal Refugee Council
LHR	Lawyers for Human Rights
MCC	Mennonite Central Committee
NEPAD	New Economic Partnership for Development
NGO	Non-Government Organization
OAU	Organization of African Unity
OAU	Organization African Union
RPC	Refugee Pastoral Care
RRC	Refugee Reception Centre
RSS	Refugee Social Services
SADEC	Southern Africa Development Community
T.V.	Television
UK	United Kingdom
UKZN	University of KwaZulu-Natal
UN	United Nations
UNHCR	United Nations' High Commissioner for Refugees

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CHAPTER ONE: RESEARCH INTRODUCTION

1.0   INTRODUCTION

Historically, cities around the world have developed into multi-faceted spaces with places to live, socialize, to trade and exchange information that helps to promote the development of communities and individuals alike. Within this diversity, newcomers - refugees - are claiming their rights, to have access to spatial, socio-economic and cultural places and to be integrated in the planning development of the host country. By using the case study of Great Region refugees[1] (not economic immigrants) living in Durban Metropolitan, this research will try to understand and address the broader issues of refugees living in South Africa cities. As the researcher is a refugee, personal observations, and experience will contribute to the findings of this study. The purpose of this introductive chapter is to provide a background to and overview of the rationale for why this research has been undertaken. Firstly, it highlights the problem under investigation. Secondly, it will outline the aim, objectives and the research questions that have been formulated from the initial research proposal and the literature review. At the end of the chapter, the structure of the dissertation will be presented.

1.1   BACKGROUND OF THE RESEARCH PROBLEM

Historically, cities have developed from being the centre of economic exchange and investment to places of contested space where communities and individuals alike jostle to find a place to live, socialize, to trade and exchange ideas. Urban spaces in the cities are now a melting pot of cultures and different nationalities (Hibert and Thomas, 1992). Contributing to the diverse mix of people found in cities is a historically small but influential demographic group: refugees. Initially unnoticed, this group has grown in response to conflict, economic hardship and even climate change to constitute a sizeable component of the urban residents. The United Nations has documented the waves or 'Diasporas' of refugees across the globe and has raised concerns

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[1] Also called 'Central Africa Region' for some scholars comprised roughly of Rwanda, Burundi, Uganda, the eastern part of Democratic Republic of the Congo, and Western Tanzania

about the need for policies and programs to be developed in the host countries affected by the influx of foreign refugees in the cities. According to the United Nation High Commission for Refugees (UNHCR)'s 2009 annual "Global Trends" report, recent statistics show that worldwide, the total number of refugees and asylum seekers is estimated to be a staggering figure of 16 million in more than 150 countries. Amongst the categories of countries listed by the UN, 24 fall within the industrialized sector and the remainder, 126, are located within the rest of the African continent[2]. Statistical analysis suggests that there are some 320 140 asylum seekers and refugees registered in South Africa and that these can be broken down into specific grouping namely 145 210 Zimbabwean refugees, and 10 647 refugees from Great Lakes regions only[3].

The life experiences of refugees are not the same everywhere around the world. Some countries have clear policies on the acceptance and integration of refugees, others do not. Governments in Developed Countries such as England, France and Germany are more advanced and sophisticated in dealing with the phenomenon of refugees than the rest of the world. They create spatial, social and economic spaces for newcomers within their cities. Many European countries have reception centres to accommodate refugees upon entry (Ndinda and Adebayo, 2006). In addition, some of them have addressed the incorporation of refugees into a longer term strategy with programmes to facilitate their integration into local communities.

With the increase in political and military instability on the African continent, Southern African cities have come to perform an additional role – a safe haven for refugees fleeing conflict. In this context, governments in Africa, and specifically in South Africa, have not responded adequately to the challenges of making cities a safe place for refugees coming from war-torn countries. Some African countries settle refugees in the local communities, but the majority of others resettle them in camps, far from the cities. For instance, "in Kenya, refugees are

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[2] http://www.unhcr.org/2009
[3] http://www.unhcr.org /UNHCR Global Appeal 2010-2011

currently settled in two camps in the arid Turkana District and in two camps at Kakuma, whilst in Tanzania, they are settled in the Western part of the country" (Ndinda and Adebayo, 2006:78). Most refugees have not been granted full rights to the city.

In South Africa, where according to Rosemarie, Lervik and Holst (2010:6) "Underprivileged ordinary South Africans are increasingly realizing that the delivery of the rights and privileges of citizenship are being delayed, and that they are also competing with foreigners for these privileges as immigration to the country intensifies", xenophobia[4] continues to cost the life of many foreigners including refugees living in South Africa, like the one that took place in 2008. In May 2008, South Africa witnessed a large and xenophobic violent outbreak of hatred against immigrants from other African countries. It was chronicled that 62 people were killed, 670 were wounded and a number of rape incidents took place (Bond et al., 2010). While it was continually being mentioned by some politicians that there are no xenophobia attacks in South Africa, but that these are criminal activities, the issue of xenophobia attacks continues to manifest itself in many corners of South Africa cities (e.tv news Morning Live, 2nd February 2011), and is still a main issue to the human rights and the protection of foreigners in South Africa. A rise of xenophobia and xenophobic violence towards African foreigners can be, at least partly, attributed to persistent poverty and the frustration South Africans experience with their government not being able to deliver what it promises.

There is a high concern and awareness within the South Africa post-apartheid government of creating policies for the control of immigration, and also to an extent emigration, mainly targeting labour migrants. Less attention has been paid to developing policies that can contribute to the integration of this marginalized group of people. However, the rights based discourse has gained momentum with groups that were previously excluded from participating in the social, economic and political life of the city where for example, migrant refugees are

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[4] The intense or irrational dislike or fear of people from other countries (http://oxforddictionaries.com).

becoming more assertive and demanding their inclusion (Maharaj, 2009). South Africa has no clear refugee policy despite having hosted more than 256 000 refugees and asylum seekers from different parts of the world[5], 2009). Amongst this larger grouping are communities who originate from the Great Lakes Region in Central Africa which is where the focus of this dissertation lies. The lack of a distinct policy for refugees will be examined generally, but considered more specifically for the Great Lakes Region grouping and their attempts to be included in current planning initiatives specifically the Integrated Development Plans prepared at the local level of government in South Africa including the city of Durban.

Great Lakes Region refugees leave their countries to come to South Africa as a result of civil war and political instability. In their home countries, they have had to confront life-threatening challenges. Upon their arrival in a new urban environment, they encounter equally difficult but different problems. Due to their unplanned flight, many have had to leave most of their belongings behind including critical paperwork and identification documentation. Once they arrive in a new environment, they find themselves disadvantaged at the socio-economic, institutional and spatial level (Gates&Stout, 2003). Most of them are traumatized because of what they have witnessed and in some instances as the result of personal injury. Some find themselves facing similar danger in their communities of adoption when xenophobia erupts.

Metropolitan cities in South Africa are regarded as places of economic and social opportunity. The immense spatial size of the urban landscape makes it easier to get lost and blend in. The metropolitan area of eThekwini of KwaZulu-Natal is one of the cities that can offer this opportunity and many refugees from Central Africa have chosen Durban as their final destination. They need an agency and the government to assist them with integration into the legal framework of South Africa and similarly into the cities. What they find is a policy without

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[5] http://www.worldrefugeesurvey.org/2009. Accessed on 22/08/2010

the necessary project, programmes, agencies or institutions to assist them with integration into the city even at the level of basic needs provision.

The integration process of refugees in South Africa cities and their surroundings, if it happens, is an isolated occurrence and more likely the result of local efforts rather than government policy intervention. In the main, refugees have to fend for themselves and negotiate the urban space without assistance. Social networks linked to culture and place of origin play an important role in this process. As Ndinda and Adebayo (2006:87) argued, "in South Africa, where there is no specific policy on housing refugees, there is a tendency for refugees to congregate in certain areas of the cities rather than others". In the eThekwini municipality for instance, the majority of Great Lakes Region refugees gain access to housing via access to the social and capital networks that operate in and around the old flats in the Point Road area, and they work informally. Why should this be the case? Is spatial location and social networking integrally liked? Is this due to their own preferences or it is a lack of choice? Are the challenges of negotiating the institutional process for inclusion too difficult so that it is easier to navigate the informal city? What other options of looking at refugees as a positive aspect in the development of the host country? This research will try and address these questions, and provide suggested guidelines for how Durban can become a more inclusive city by developing a clear socio-economic and spatial policy to address the plight of refugees.

Many refugees have technical or professional skills which can contribute to the sustainable development of the city and to the local economy where they live. However, due to various factors including lack of proper policies, documentation, language barriers and xenophobia, their skills are not used as they should be. In a country like South Africa where government is cited as indicating a skills shortage, it is interesting that the residual pool of professional and technical skills available in the refugees remains largely untapped.

1.2   AIM OF THE RESEARCH

The aim of this dissertation seeks to understand how Great Lakes Region refugees have found a place and settled in South African Cities, including in Durban Metropolitan, and to what extent do the policies of eThekwini Municipality provide for their integration.

1.3   RESEARCH OBJECTIVES

The following objectives have been identified:-

1. To investigate what international protocols and conventions inform the national framework and particularly the eThekwini municipality for the integration of refugees in South Africa;

2. To explore the social and capital networks created by the Great Lakes Region refugees in eThekwini Municipality;

3. To explore their life experiences in terms of integration into eThekwini municipal development plans; and,

4. To examine the degree to which integrated development planning does and can address the inclusion of refugees in the city of Durban.

1.4   MAIN RESEARCH QUESTION

How do foreign refugees find a place in the South African city specifically eThekwini – Durban, and to what extent do the policies of the metropolitan municipality provide for their integration.

From the primary question the following sub questions can be formulated:

1. What international protocols and conventions should inform the national policy approach to the integration of refugees in South Africa?

2. How should these policies be translated into local municipal planning?

3. What does the social and capital network accessed by refugees add to understanding the dualism of the city?

4. What are the views and experiences of refugees in eThekwini municipality regarding their inclusion or exclusion from the city?

5. What are the views of municipal officials concerning the need to include or exclude refugees from the city?

1.4.1 HYPOTHESIS OR PROPOSITION

From the aims, objectives and research question posed, the following hypothesis is suggested:

The Great Lakes Region refugees are excluded from the socio-economic, institutional and integrated development strategies of eThekwini municipality.

1.4.2 RATIONALIZATION FOR THE RESEARCH

The incorporation of foreign refugees in the city is not a well researched topic and therefore some of the findings emanating from this study will add to the understanding of how to deal with the complexity of our urban spaces and provide challenges and opportunities which planning needs to understand and engage with. eThekwini metropolitan inner-city area was chosen as the focus of the research because the majority of Great Lakes Region refugees are living and working in this area (life experience - Rwandarugali, 2010). The main significance of this study is that it will reveal and explore their life experiences and suggest what should be done to integrate them into the development planning and management processes of eThekwini municipality. The findings of this study will be a useful tool for the state and other institutions that deal with refugees in South Africa. It may contribute towards the development of appropriate intervention strategies and planning policies of a temporary and durable solution of refugees in South Africa society.

1.5   STRUCTURE OF DISSERTATION

The main chapters of this dissertation are outlined as follows:

Chapter one: will provide an introduction of the study and discuss the background, the problem statement, objectives of the study; the research questions, definitions of the terms, the significance of the study, and the assumption and the limitations of the study.

Chapter two: will provide a review of the literature available on the topic and an outline of the conceptual/ theoretical framework of the study.

Chapter three: will provide an overview of the location of the case study area within the city and the main social and economic characteristics of the area.

Chapter four: will provide research methodology which will present the study's methodology. This chapter will contain a description of the study, the population, sample and sampling method, instrument for data collection, design and data analysis, and the ethical issues to consider during the research proposal.

Chapter five: will provide an analysis and discussions of the results, the outcome of findings.

Chapter six: will provide a conclusion and a set of recommendations which will be presented in the final chapter of the dissertation and will include an evaluative review of the research and some points regarding probable futures policies and recommendations.

1.6   CONCLUSION

This chapter has presented the introduction overview of this study. This study of finding a place in the city focuses not on migrants, but on Great Lakes Region asylum seekers and refugees, living and working in the eThekwini municipality by looking to what extent they are and they can be integrated into the municipal IDP (Integrated Development Plan). Further, the rationale,

assumption as well as limitations of the study have been considered. Firstly, background information and outline of the study's research problem was presented. Further, research objectives, research question, hypothesis, rationalization of the research and the structure of the research have also been discussed. The following chapter will present the literature review and conceptual framework of the study.

CHAPTER TWO: CONCEPTUAL FRAMEWORK AND LITERATURE REVIEW

2.0 INTRODUCTION

This chapter is made up of three major sections namely the conceptual framework, the theoretical framework and literature review. Firstly, the conceptual defines and explains the concepts and how these concepts relate to one another. The theoretical framework explains the theories within which the research is situated. Thirdly, a comprehensive review of the literature related to the topic under the research 'Finding a place in the City: A case study of Great Lakes Region in eThekwini municipality' is covered. By using post-modernism approaches like 'multicultural diversity theory' as the main theoretical framework of this study, this chapter has been organized along three interlinked concepts namely refugees, place and integration, to understand how refugees find a place in South African cities, and to what extent Great Lakes Region refugees are and can be incorporated into eThekwini Municipal Integrated Development Planning (IDP).

2.1 CONCEPTUAL FRAMEWORK OF THE RESEARCH

According to Turton (2003:3), a concept is a mental representation which stands for, or represents something in the external world. People need concepts in order to think about the world, to make sense of it, to interpret it and to act in relation to it. The process of conceptualization is not just one of describing and defining, nor even one of taking up a particular position or adopting a particular perspective: "it is a process by which we make the world meaningful and therefore knowable"(Turton, 2003:3). The aim of this study is to understand how refugees have found a place and settled in South Africa Cities, specifically the Durban Metropolitan, and to what extent do the policies of eThekwini Municipality provide for integration of Great Lakes Region refugees. The terms refugee, place and integration are the key concepts within which the study is conceptualized.

A place and integration of people in South Africa seems to be a problem which has had its origins in the colonial period and became spatially defined during the period of Apartheid. Refugees were not allowed to enter the country. According to (Dithlake, 1998), "*colonial conquest from the nineteenth century was sanctified in law with the passing of the 1913 and 1936 land acts*". These laws consolidated the system of migrant labour, when South Africans (White, Indians, Coloureds, and Africans) were spatially separated and forced to live in racially defined areas. Urban areas were precisely structured to reflect national policy and the majority of Africans were relocated to degraded areas called 'reserves'. Those Africans allowed to reside in the cities were forced to carry pass books and carefully monitored. From the late 1970's there was evidence of the failure of these policies with the development of informal settlements that spilt over racial and administrative boundaries and the emergence of informality in the urban centres of the country.

The post-Apartheid period has been characterized by a massive internal migration of these marginalized citizens; for some coming back to their lands, and others coming into the cities where they expect a better life. In the same context, the massive movement of immigrants from all over the world, including refugees predominantly from the African continent, continue to enter the country, particularly in the cities, in the search for a better life and living environment. Today, the main focus and challenge of the post-Apartheid government is the reconstruction and integration of South Africans that were removed from their homes during Apartheid, including these refugees that continue to come and stay in the country because of the insecurity still persisting in their own countries. It is the duty of the SA government to provide appropriate policies and strategies to integrate all South Africa inhabitants. Local citizens need to be integrated, to get back to their land and to have access to other facilities and services. These rights are enshrined in the Constitution recognizing that they are fundamental for all citizens in the country. Despite the clear stance of the national constitution to protect human rights, it is largely silent on the rights of refugees. Legal immigrants are accorded equal rights when they are awarded citizenship but illegal immigrants and refugees, who are also

vulnerable groups, have a much more difficult time. Their rights to access legal documents and to stay in the country, or to be integrated into local communities are not well defined in policy or programmes.

Governments in Africa, and specifically in South Africa, have not responded adequately to the challenges of making cities a safe place for refugees coming from war-torn countries. Amongst this larger grouping are communities who originate from the Great Lakes Region in Central Africa which is where the focus of this dissertation lies. When people become refugees, entering and residing in another country, they need to be recognized, included, and integrated by the host communities. As part of their rights, they should be able to claim access to spatial, economic, social and cultural places, and to be fully integrated into the development and management process of the host country. A significant number of theories and discourses have been explored by the researcher to be able to understand how and why individuals or a group of people take decisions to become 'refugees', the difficulties encountered in finding and integrating in a new place and their rights to access to it. Refugee's rights are institutionalized in a well-established international refugee framework that protects their rights and obliges individual countries to assist them (Redelinghuys, 2000). In South Africa, the Refugees Act (Act No. 130 of 1998 (Government Gazette, 1998: 18-20) sets out the general rights of refugees and their responsibilities as integrated members of their host community.

As Jacobsen states, refugees are integrated *"when they are physically secure, and are able to sustain livelihoods through access land or other facilities and services, and are able to support themselves and they families with a good relationship with local communities"* (Jacobsen and Landau, 2003:19). The issue of integrating asylum seekers and immigrant is not the sole duty of one city e.g. eThekwini municipality, but it is a national requirement. As, Maharaj (2009) argues, there is no single policy document available at municipality level showing how to integrate this community. It is a forgotten community in many ways. The main planning tool of

local government is integrated development planning (IDP). If refugees and immigrants are not recognized in planning and management through the IDP, how are they to be assisted by the municipality? How are they meant to survive? If we agree that this group of people, with high skills and varied experience is forgotten, what planning strategy will the municipality use to include and integrate them? Is the local community or local government willing to do that? If yes, what planning approaches will be used?

By using post-modernism approaches such as the Multiculturalism theory as the main theoretical framework of this study, this chapter has been organized along three interlinked concepts, namely refugees, place and integration. Post-modernism approaches are in a better position to understand and explain the world in which we live today and to show a kind of place that refugees should live in the time they arrived in the host country. Refugees leave their country of origin because of a better secure living environment. They need a shelter, money and access to other social facilities that are available in the city where they lives. In another words, they need to be integrated in the local community. In addition, they need to stay in the place where one can feel free and can see local people and immigrants of the same positive image and high potentiality developing the country together.

While many other countries, particularly African countries, are struggling to have clear policies on immigrants and refugees (Immigration Act, 13 of 2002 and Refugee Act, 130 of 1998), this should not to be the case in South Africa. The South Africa post-apartheid government is already engaged in the spatial, social and political process of integrating its people to remove the legacy of apartheid. There is no big difference to integrate local people and immigrants, what is needed is first to understand clearly the issue of the refugee in South Africa: why they come in increasing numbers, particularly to the cities and the willingness of the government and local people to receive them, consider their needs and determine what planning strategy is suitable for everyone to be included in the development of the place where she/he stays.

When this group of people enters the country, they need not only a physical place to stay, but they also need to be welcomed by the government and local people; to have access to available facilities and services (socio-economic and cultural), and a willingness of the government to integrate them. To achieve this, the government and other stakeholders, need to use a planning strategy based on a willingness and integrating approach. Firstly, a willingness approach will allow the host community to welcome all immigrants and to accommodate them. Secondly, to listen to these people, understand their situations and find a solution to their needs by using an integrating approach.

2.2   UNPACKING CONCEPTS

2.2.1 THE CONCEPT OF PLACE

Worldwide, an understanding of the concept of place is complex, diverse and variable. Its meaning is flexible in the context of different individuals, communities or different cultures (Gieryn, 2000). As a consequence, some places are perceived as being dangerous or expensive; whilst others are thought of as safe or desirable. Certain places are defined by their link to economic activities or their sense of permanence or legal status. Places become labelled as formal or informal, depending on the individually attached value and the meaning of place, and what type of people choose to occupy these places (Gieryn, 2000). What these places of varying scale have in common and how they differ? What really is the sense of a place?

A sense of place is not only the ability to locate things on a cognitive map, but also the attribution of meaning to a built-form or natural spot (Gieryn, 2000). Similar comments and description of place came from Harvey (1989) that a place represents a *'specialized' moment.'* He suggests that a place is both a setting for and situation in the operation of social and economic processes, and that it also provides a future projection for everyday life and is the context for on the ground experiences for individuals of different backgrounds (Harvey, 2009).

An understanding of place is a fundamental part of unpacking one of the key themes of this research.

The aim of this research is to understand how refugees find a place and settle in South African cities, and to focus on the life experience of Great Lakes Region refugees in this context. In addition, the research will try to propose and develop policy guidelines which would be useful to local government and to other stakeholders that are involved in the integration of refugees. An understanding of how a sense of place is defined internationally and at the national and local level in South Africa will underpin these guidelines. How a place is understood by local citizens and by different institutions of the post-Apartheid government when they are confronted with different claims and are managing the needs of immigrants or refugees and local residents. It raises questions of power and access which local government is often ill equipped to deal with. Who has the rights to place (insiders or outsiders) and what kind of place are they looking for? How then are refugees implicated in the whole process, moving from their own country, claiming the rights to stay, and to access all facilities and services as citizens?

The issue of place in South Africa, particular in the post-Apartheid period, is a complex issue because access, right to place, space and land as a whole, was a key point of contestation during the Apartheid era. The conceptualization of a place in South Africa needs to take into account the issue of historical socio-economic and spatial inequality which has produced tangible spatial forms. Many South Africans find that they are homeless, and are now claiming back their land or claiming compensation for historical loss. In the main cities of South Africa there are landmark places where historical contestation is still being resolved e.g. District Six in Cape Town, Triomph in Pretoria and Cato Manor in Durban. The issue of contestation still forms part of the urban debate. A large number of rural South Africans, who were marginalized during the apartheid era, are moving to urban areas. These disadvantaged poor black people are claiming to be recognized and to be fully integrated into the development of the country.

In the same context, the majority of immigrants and refugees are living in South Africa cities. Why do they choose to come to South Africa and not to another African country, and more specifically to stay in cities? They are also claiming their right to be included and integrated into local society. A sense of place is "not only the ability to locate things on a cognitive map, but it is also the attribution of meanings" (Gieryn, 2000:473). Without naming, identification, or a representation by ordinary people, a place is not a place. Places are interpreted, understood, or imagined. A place is considered as a geographical location. In this context, a place could be a room, a building, a district, a village, a city, a country, or a continent.

According to Gieryn (2000:464), "a place is a distinction between here and there, and it is what appreciates to distinguish near and there". From this understanding, there is a tendency to bring in common spatial use of place as urban, rural or neighbourhood, or to ask what these places of varying scales have in common and how they differ. At the same time, Gieryn looks at a place as a material form. Places are worked by people, meaning that people make places whether in natural or artificial form. In this context, places are taken as assemblages of things and that social processes (differences, power, inequality, collective action) happen through the material form that people design, build, use, or protest"(Gieryn, 2000:465).

Similarly, in the same city neighbourhoods where the houses can be cheap and affordable, citizens are isolated from immigrants/refugee. Rankings of city neighbourhoods in terms of perceived desirability and quality of life are key variables in place stratification, "models used to explain patterns of residential dispersion of racial and ethnic groups (and individuals) seek to put distance between themselves and the less advantaged" (Gieryn, 2000:472). Immigrants and refugees cannot stay in similar conditions as citizens because of their status, or their identity, mainly where an ID document is used as a tool to create power and differences between individuals living in the same city neighbourhoods. In many other cases, they end up living in the

same residential conditions as local citizens, but paying different prices, more expensive than local citizens. How a professional architecture views and explains a place will not have the same meaning as a person who interprets a place in spatial location and arrangement of houses.

The key point here is to question what driving forces make a place different, for some to be good and secure and others to be bad and insecure, or one group of people have less access or are excluded from some places? The majority of asylum seekers and refugees live in informal and insecure buildings of Durban Metropolitan like Point Road and St George Street while others choose the street or supermarket as a working place. Is it a good place for them to be? Is it a place with similar conditions and life style of their home country? Or it is just a particular place that the politicians of South Africa choose for immigrant and refugees to stay and to work in? The list of questions as to why individuals or a group of people decide to move and be assigned to a specific place is long and varied.

When refugees leave their places of origin for new ones, what does a place mean to them, and what does it mean to their host communities? There is also uncertainty about the way in which the environment operates. In the response to these questions, the answer to these questions is not straight forward; it is complex and variable depending to the concept. The meaning of a place takes into account other factors that give it value and a sense of place. Some of these factors include "difference, power, politics, interaction, community, social movements, deviance, crime, identity, memory or history" (Gieryn, 2000:263).

2.2.2   THE CONCEPT OF REFUGEES

The term 'refugee' means different things to different people. Some individuals use the terms 'asylum seeker[6]' and 'refugee[7]' interchangeably, and others establish a difference between the

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[6] A person who is in the process of negotiating refugee status.
[7] A person who has been granted asylum in a particular country

two concepts. They claim that the former refers to a person who is in the process of negotiating refugee status whereas the later is a person who has been granted asylum in a particular country, but these two categories still fall into a box of 'refugees'. The UNHCR (2001a:2), on the one hand defines "refugee under the 1951 United Nations Convention, article 1 as:

"A person who owing to well-founded fear of being persecuted for reason of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his nationality, and is unwilling to return to it" (UNHCR,1951; Government Gazette, 1998).

The 1969 OAU Protocol on the other hand on specific aspects of Refugees in Africa, in its article 1, paragraph 2 (cited in the UNHCR, 2001b:3) views a refugee in a broader sense and claims that a refugee is:

> A person who owing to external aggression, occupation, foreign domination or events seriously disturbing public order in either part or the whole of his country of origin or nationality, is compelled to leave his place of habitual residence in order to seek refuge in another place outside his country of origin or nationality.

In this research, 'refugee' includes both the refugee and asylum seeker since "a person is a refugee whether or not a legal eligibility procedure has already recognized that status" (UNHCR, 2001a:5).

2.2.3. THE CONCEPT OF INTEGRATION

The point of departure is from Jacobsen's assertion that refugees are de facto integrated when they are not in physical danger, are able to sustain livelihoods through access to land or employment, and can support themselves and their families, and are socially networked into host communities so that there is no distinction between refugees and local communities. What then do we mean by the integration process and why is it a main concern of the South

African government to integrate refugees and asylum seekers into local communities? In my opinion, integration is an action that which allows them to lead a meaningful existence within the host country. This does not necessarily mean to have a permanent residence or citizenship. They need a safe place in which to stay, but they also need access to economic, social and cultural places to be able to survive in their daily lives.

Although this study is basically looking at the spatial, economic and socio-cultural integration of refugees in South African cities, including in Durban Metropolitan, and to what extent do the policies of eThekwini Municipality provide for their integration, the concept of integration is very complex and problematic to understand. It is necessary therefore to provide points of clarification and an explanation of what integration means.

Preston (1999: 25) points out that "*integration refers to the ability of individuals and groups to interact cohesively, overcoming differences without a breakdown of social relationships and conflict"*. For refugees integration is the building of a new life with dignity while becoming an independent and productive member of society and being able to fend for oneself. Other scholars such as Valtonen (1994) argue that integration refers to a situation where a group interacts with the larger society and also maintains its own identity. Here integration has a positive connotation as it creates a place for the adapting group's identity, their increasing participation in all levels of society and becoming full citizens (Valtonen, 1994: 66).

In 2005 the United Nations High Commission for Refugees (UNHCR) Executive Committee published a conclusion in which it provided an extensive definition of the local integration. It stated that integration is a dynamic and multifaceted two-way process leading to full and equal membership in society (Huddleston, 2010). This conclusion builds on the 1951 Convention, which lists many of the socio-economic and legal rights that beneficiaries of international

protection need to achieve successful local integration of refugees. UNHCR continue to stress the concept of Integration by saying that *"it is a long-term process and it is non-linear"* (Huddleston, 2010:7). Integration is multi-faceted, demanding a capacity for adaptation from a wide variety of actors including the immigrants themselves. Policy-makers and practitioners working with immigrant integration on a day-to-day basis focusing on outcomes in terms of social and economic mobility, education, health, housing, social services, and societal participation.

Kuhlman (1991) has criticized the UNHCR`s definition as being tautological since it merely replaces the term to be defined with another word which is presumed to be its synonym (Kuhlman, 1991: 2). Kuhlman argues that this definition has merit as it views integration as a reciprocal phenomenon. It is something happening not only to refugees but to the host community as well (Kuhlman, 1991: 3). Kuhlman (1991) gives an ideal but rather optimistic definition of integration as the ability of refugees to participate in the host economy in ways that their skills and their cultural values are maintained and attain a standard of living (economic, housing, public utilities, health services, and education). Integration, specifically as the second preferred durable solution proposed by the UNHCR, can however, be carried out only with the agreement of the host government.

Harrell- Bond defines integration as a situation in which the host and refugee communities co-exist and share the same resources (both economic and social). There is no greater mutual conflict than that which exists within the host community (Harrell- Bond, 1986: 7). Therefore there is equality opportunity, cultural diversity and mutual tolerance (Favell, 2001: 116). Stein (1986) argues that beside political or cultural factors leading to a decision against permanent acceptance of refugees, low-income host countries may be reluctant to allow refugees to remain, as there may be insufficient jobs or arable land available, not even enough for the local people.

The logic behind this understanding of the integration process is that there is a need for the host local communities and refugee communities, to have a common understanding of a place and integration process, so that if integration takes place, everyone is accommodated in an atmosphere of harmony. In another words, the creation of particular urban space where there are opportunities for citizens and refugees to live together in an integrated environment. The new place will be a multicultural environment, but built on a common understanding and foundation.

2.3   THEORETICAL FRAMEWORK OF THE RESEARCH

Post-modernism approaches such as multi-culturalism and Integrated Development theories provide a better context within which to understand and explain the world in which we live today.   The postmodernism approach provides justification and an explanation for the postmodern world, which is characterised by a period of much flexibility, cultural diversity, and the new ways of defining a city. The postmodernist *"reveals the multiple possibilities for action', identifies numerous agents of social change and yields a new understanding of the power we possess to act in the world"* (Mohan, 2000:296). In post Apartheid South Africa it appears that the main focus of local government has been to redefine the city or the metropolitan areas as a whole, and to focus on the integration of different inherited spatial and social fragments of separate development (Blacks, Indians, Coloureds and Whites). This process of redefinition includes the tentative inclusion of immigrants and refugees in different spatial and socio-economic places and is presented in the form of the inclusive city approach to development.

How can urban space be redefined so that it has a place and room for diverse socio-economic and cultural groups? What actions need to be taken so that there is accommodation of diversity but remains undivided and has different cultural groups living together and sharing challenges and opportunities.   According to the multi-culturalism approach, urban place has been

described as the locus of diversity, tolerance, public participation, and integration in local collective projects requires civil negotiations that are inevitable (Gieryn, 2000). Multi-culturalism and integrated development approach theories, brings refugees and citizens together in one place, and integrates them thus giving them a chance to participate together in the local development programs.

Multiculturalism is the acceptance or promotion of multiple ethnic cultures applied to the demographic make-up of a specific place, usually at the organizational level, e.g. schools, businesses, neighbourhoods, cities or nations. In this context, multi-culturalists advocate extending equitable status to distinct ethnic and religious groups without promoting any specific ethnic, religious and/or cultural community values as central[8].

The multi-culturalism approach began in Canada in the 1960s. During this decade, the country was seeking 'national unity' due to regional, language and ethnical problems that had emerged in Québec which is French speaking and distinct from the rest of the country. In 1971, the existing cultural diversity in the country gave rise to the institutionalization of Multi-cultural Policies[9]. Multi-cultural diversity provides a good example of how to understand the manner in which refugee communities can be included and integrated spatially, socially, economically and culturally in South African communities, and how institutional policies can recognize them and their rights in the same way that they recognize the rights of other South African citizens. Integration in this instance of multi-cultural diversity is understood as the functional and effective link between a system's different agents or components (Dijkstra, 2001), but fails to address the whole picture. It does not explain why refugees left their places of origin in the first instance and creates pressure in the new host countries where they relocate. The nature of migration needs to be considered as a separate part of the problem.

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[8] (http://en.wikipedia.org). Accessed on the 20 August 2010.
[9] Farias, V. [Online], www.routledge.com/politics. Accessed on the 25 August 2010

The human migration theory is an important approach to understanding what causes refugees to leave their countries of origin, and to come to new places where they are barely accepted and have problems being recognized and integrated into the host community. The human migration theory argues that "migration is a product of push factors like war from sending countries and pull factors like security at the receiving countries"(Amisi:2005:10). From this theory, one can understand why many African refugees, including those from the Great Lakes Region, come straight to South Africa, and even pass through many other Central and Southern African countries, but do not register themselves as asylum seekers or request formal application to remain in these countries. There arises an important point of distinguishing voluntary (own choice) and involuntary (forced), influences that provide the rationale for why refugees are compelled to leave their countries of origin and become 'involuntary migrants'.

According to Amisi (2005), involuntary migration refers "to people who are forced, with less choice, less options to move by structural factors" such as natural disasters including floods, droughts, as well as political instability, human rights violation or religious persecutions. Voluntary migration, in terms of this approach, "refers to people who move from one location to another of their own free will, for socio-economic gain" meaning that they have more choice, more options. Other groups or individuals are compelled to leave because of violence or persecution. The human migration theory provides a framework to distinguish how refugees differ from economic immigrants. Refugees are defined as having no choice but involuntary migration while an economic immigrant is viewed as having a choice and is therefore migrates voluntarily. Refugees generally left their places of origin because of political instability, human rights abuse or religious persecution. Lee's Push-pull theory divides factors which cause migrations into two groups: - push and pull factors. Push and pull factors are those factors which either forcefully push people into migration process or attract them to a new place[10] because it presents new social and economic opportunities or a better life.

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[10] http://www.petoskeyschools.org

The push and pull factor theory is a suitable approach to understand the reasons why refugees take the initiative to leave their countries and relocate to another place. According to Turton, (2003:12):

"The practical reason is that this is showing how migratory processes actually work: through acts of individual, household and group decision making - decisions about whether to move, when to move and where to move to. Research and teaching in refugee studies has tended to focus on public policy and private needs - that is, on policy issues on the one hand and on the needs - physical and psychological - of forced migrants or refugees on the other. But not on their active decision making: how they reach the decision to leave; what information is available to them when they make the decision; the way in which their journey is financed, the degree to which it is planned with a specific destination in mind or the extent to which they had prior contact with that country ."

This brings us back to the value of the language used for dehumanizing effect of refugees, a language suggesting that refugees have little or no scope for independent rational decision making; that they are simply passive victims of circumstances. This particular discourse of forced migration and refugees helps to make it possible for states, governments and the public of host countries to respond to refugees who have arrived in a new environment not as individual human beings, but as people like us. Once they have arrived in a new environment, particularly in the city, they need a warm and safe place to live, and integrate with other members of existent communities (Gebre, 2007).

Human migration theories provide an important part of the theoretical framework needed to explain the reasons why refugees decide to move from one place to another, but they do not explain and justify what happens once a refugee reaches the end point of his journey. They do not explain what social, political economic or other forces compel one group to accept and include another and in similar circumstances cause another group of people to exclude others. For an explanation of this phenomenon, social and political economy theories need to be considered. They provide an explanation of social class and economic power which become the relevant factors to justify dominance, and the difference between people living and sharing the

same socio and economic resources in the same areas. More importantly, the context of place can be viewed as inequality between different inhabitants of a specific urban place. For instance a group of rich people or of high social class are isolated from poor people within the same urban area. The more powerful economic group will choose to stay in high standard, expensive and secured places in suburban areas thereby defining their social and spatial separation from less fortunate members in the same urban space.

Similarly, in the same city neighbourhoods, where the houses can be cheap and affordable, citizens are isolated from immigrants/refugees who occupy the same space. Rankings of city neighbourhoods in terms of their perceived desirability and quality of life are key variables in place stratification, "models used to explain patterns of residential dispersion of racial and ethnic groups (and individuals), and how they put distance between themselves and the less advantaged" (Gieryn, 2000:472). It is usually impossible for immigrants and refugees to stay in similar conditions as citizens because of their status, or their identity, particularly when an Identity document (ID) or A4 paper (refugee status) are prerequisites to gain access to residential property or employment. The Green Bar Coded ID is used in South Africa society as a tool to create power and differences between citizens and foreigners. In a few instances citizens and refugees, or immigrants, end up by living in the same residential conditions if they have been taken in through the kindness of Landlords or Estate Agencies but this privilege comes at a cost. Equal access can mean paying different prices for rental accommodation at a more expensive rate than that paid by local citizens. The key point of debate for place is to question what forces determine the making of a place and what creates differences. How some places are determined to be good or secure and others are perceived to bad and insecure. Another question to be considered is why one group of people has less access or is excluded from some places whereas others have complete and free access?

Places must be more than racial proportions of neighbourhoods (Gieryn, 2000:463). When refugees left their places of origin to come to a new place of settlement - what does a sense of place mean to them? Is the meaning of place the same for refugees and their host

communities? And how does the place come to be the way it is? The answer to these questions is not straight forward, but complex and variable. The meaning of a place encompasses other factors that create a sense of place and provide value, to both refugees and the host communities alike. Some of these factors include "difference, power, politics, interaction, community, social movements, deviance, crime, identity, memory or history" (Gieryn, 2000:263).

These are some of the questions that Sandercock (1998:29) has posed. What is asked is "what kind of planning strategy and policies (are needed) to address these issues in cities? According to Sandercock (1998), the kind of planning that is required here is a planning strategy that recognizes the complicity and variability existing between place and identity, and the specificity of these processes in ways to be able to accommodate diverse groups of people in the city.

Today, city planning and management of development needs to understand the complexity and power relations that exist between inhabitants and place, and linkages with other factors such as power, politics, interaction, community, social movements, deviance, crime, identity, memory or history. What would a more just and inclusive city require by the way of state support for it to be so? According to Sandercock (1998:30) "we want to plan in the future for a heterogeneous public, acknowledging and nurturing the full diversity of all of the different social groups, insiders and outsiders". The important point here is not to view migration and globalization separately but to question, on one hand the migration process, and on the other to explain globalization, and afterwards take both processes as an interrelated process for a refugee to move everywhere around the world. For a city to develop, it needs people and a collaborative governance of all stakeholders which includes these people.

The lesson here is that to achieve a more successful and effective integration of inhabitants of South Africa cities, policy makers and practitioners such as planners, need to recognize city diversity, individuals and the identity of communities. Policy-makers and practitioners working with the integration of refugees on a day-to-day basis need a rather more practical approach,

focusing on outcomes in terms of social and economic mobility, education, health, housing, social services, and societal participation.

The planning process needs an approach that is characterised by inclusivity rather than one that focuses on a separatist approach. It needs an approach that focuses on the elimination of inequality, recognizes the rights of city inhabitants (local or citizens), is able to accept to maintain one group's identity, or allowing a crossing culture to the other members of the rest of society (Jacobs and Fincher, 1998). Different countries use different integrating development tools and approaches to achieve integration depending on the political and planning policies adopted, like the use of IDP (Integrated Development Planning) as a municipal approach adopted by South Africa's post-Apartheid Local government to accommodate all participants in city development.

2.4   LITERATURE REVIEW

2.7.1 INTRODUCTION

In this part, a comprehensive review of the literature related to the topic under research 'Finding a place: A case study of Great Lakes Region in eThekwini municipality' is covered. The literature review has been organised along four interlinked themes. It looks at the existing literature on places, refugees, and their integration in different places (political, social, economic and spatial). It will draw attention to the different experiences of the immigration process, reception, inclusion and integration of immigrants and refugees in different parts of the world, and look at to what extent refugee communities are, and can be, integrated in South Africa cities, with the main focus on refugees living in the Durban Metropolitan area.

2.4.2 GLOBAL PERSPECTIVES OF REFUGEES' INTEGRATION

Refugees exist everywhere in the world. Worldwide, refugee policies, reception, inclusion and their integration into cities are understood differently. Different countries take various approaches in dealing with the reception and integration of refugees (Hoch, 1996). As indicated

by Ndinda and Adebayo (2006), the European system of dealing with refugees is more advanced than the rest of the world. Many northern hemisphere countries have reception programmes, accommodation and allowances which make the integration of refugees into urban areas much easier. Spicer (2008) indicated that in many countries, children who were born in the host country integrate more easily than adults because they know little about where they came from, and have grown up with the host cultural society.

According to (Spicer, 2008), in the United Kingdom for instance, children described the UK in very positive terms, indicating that they hoped to settle there, despite their experiences of racial harassment and poverty. They also "enthusiastically express their ambitions to receive higher education and to develop careers in the UK, suggesting an aspiration to integrate fully within British society". Spicer (2008:505) continues to add the sentiment and feeling of the parents on the status of their children in UK, by saying that:

"*because they were young, two of my children were born here and they adapted very quickly to the environment. And, I can't see a [difference] between people who were already here and my children. They were young and adapted to the environment so fast and quickly. However if they had been older, it might have been different, I don't know . . . they speak very good English now. They stay with friends and they speak it [English] better than me"* (Spicer, 2008:505).

Huddleston (2010:27) outlines "some of the factors that have contributed to mainstreaming immigrant integration in European cooperation on economic and social cohesion policy" These include the incorporation of immigrants as a target group, structured dialogue with funded European NGOs (i.e. the European Network against Racism and the Social Platform), the inclusion of immigrants as a topic in the regular reports of the networks of independent national experts and in the transnational exchange programmes and peer reviews (Huddleston and Nierssen:2010).

The role of UNHCR is assisting host governments and refugees in the process of integration and is also more active in Europe that on the African continent. UNHCR`s strategy in Europe is to promote and maintain international standards, assist governments in designing comprehensive strategies to address complex mixed migration flows, and find solutions for protracted refugee and internally displaced populations in the continent. UNHCR`s priorities in Europe include: preserving asylum space in the broader migration context; ensuring standards of protection; facilitating durable solutions and working with partners to achieve its goals (Huddleston and Nierssen: 2010). Particular focus is given to developing strategies to address the situation of unaccompanied minors arriving in Europe, reinforcing cooperation with key partners in ensuring access to asylum, and enhancing resettlement capacity throughout the region. With regard to comprehensive durable solution strategies, UNHCR "promotes the adoption of effective integration policies that guard the rights of people of concern" (Huddleston and Nierssen, 2010:46). These policies should also help eliminate racial and other discrimination and xenophobia affecting refugees and other displaced populations in Europe.

In Africa, different countries take varied approaches in dealing with the reception, inclusion and integration of refugees (Hoch, 1996). The integration process of refugees in most African countries has a planning strategy to accommodate them in refugee camps (Ndinda and Adebayo: 2006), and in a few other West African countries, like Cote d'Ivoire, refugees were taken in by local people. As a result there was no permanent burden placed on the government to support refugees (Shaw, 2007). Ndinda and Adebayo (2006:78) continue to state that:

"In East Africa (Kenya and Tanzania), refugees without passports are settled in refugees camps situated outside the major cities. In Kenya, refugees are currently settled in two camps at Kakuma, while in Tanzania, they are settled in the Western part of the country. In West Africa, refugees are easily integrated into the general population."

Manicom and Mullagee (2010:186) argue that "Kenya's Dadaab and Kakuma Refugee camps are two of the worst examples of the long-term housing of refugees in the world". Kenya confines

the majority of its refugees to these camps, denying them the right to work and live where and how they choose. The camps are rife with human rights abuses: rape, domestic violence, and other crimes are common in the camps; traditional court systems imprisoned refugees for offences including adultery that were not crimes under Kenyan or international law; and the local population clashed with refugees over resources like firewood.

Sudan has "kept Eritrean refugees housed in camps for nearly 40 years, and Ethiopians for nearly 30" (Manicom and Mullagee, 2010:186). These camps lacked adequate drinking water and food. Sudan denies the right to work, leaving people unable to supplement their rations. Sudanese authorities reportedly attempted to lure Arab Chadian refugees to Darfur to repopulate villages whose inhabitants had been driven out by the janjaweed (Manicom and Mullagee, 2010). Sudan even attempted to bring in Chadian refugees who had fled to Niger in the 1970s to take the ethnically cleansed villages (Manicom and Mullagee, 2010).

2.4.3 GLOBAL PROTECTION LEGAL FRAMEWORK OF REFUGEES

The key global instrument governing refugee matters is the 1951 Convention Relating to the Status of Refugees and its 1967 Protocol which, in Africa, is complemented by the 1969 Organisation on African Unity (OAU) Convention Governing the Specific Aspects of Refugee Problems in Africa. South Africa belongs to the South African Development Community (SADC) and the majority of SADC countries have ratified key international instruments relating to refugees and have enacted legislation within their countries to address the issue.

Refugees are guaranteed special protection under both domestic and international laws (CRMSA report, 2007). According to (Manicom and Mullagee, (2010:165-166), these legislations state that:

"Refugee movement is by definition an international migratory movement for the following four reasons:

1.   A refugee is a person who must move across an international fronspheres;

2. *to be a refugee a person must have lost the protection of their own country and receive surrogate protection from the international community;*

3. *Refugee treaties and domestic legislation provide for different procedures for admission of asylum seekers that are less restrictive than those which apply to people generally under immigration laws; and*

4. *Refugee law enjoins states to guarantee refugees certain minimum conditions of sojourn including with regard to freedom of movement and engagement in gainful employment."*

These definitions exclude any person who has committed a crime against peace, a crime against humanity, a serious non political crime or who has been guilty of acts contrary to the purposes of the United Nations and, under the 1969 OAU Convention, the purposes of the OAU, which is now the African Union. The international instruments of refugees, as complemented by human rights treaties, enshrine the principles of asylum and non-refoulement*.*, (Manicom and Mullagee (2010:166) explain further that:

Asylum and non-refoulement are both principles in international law and more specifically refugee law. The principle of asylum allows for a person to seek recognition as a refugee in a destination country, and affords such a person certain rights and protection as stipulated by instruments in international refugee law. *Non-refoulement* forbids the expulsion of a refugee into an area where the person might again be subjected to persecution. This principle also protects recognized refugees and asylum seekers from being expelled from countries that are signatories to the 1951 Convention or its 1967 Protocol. International instruments enshrine a number of principles which have implications for migration controls. These principles are:-

1. Asylum;

2. Non-refoulement;

3. Protection;

4. A principle which enjoins states to find durable solutions to the plight of refugees by way of repatriation, resettlement or local integration; and

5. International co-operation which enjoins states to co-operate in addressing refugee problems.

2.4.4   GLOBAL PERSPECTIVE ON THE INTEGRATION OF REFUGEES

Figure 2 below explains the worldwide integration process of refugees. In Europe, they have clear policies to integrate refugees in the short term and long term compared to the approach taken in other African Countries and South Africa. As outlined previously, the European model is proactive and makes provision for the spatial, social and economic integration of newcomers through dedicated institutions such as reception centres where they are fully assisted while waiting for the outcome of their asylum seeker application. When it is approved, refugees are settled in local communities.

Figure 2:   A conceptual interpretation of refugees and their experience of the integration process
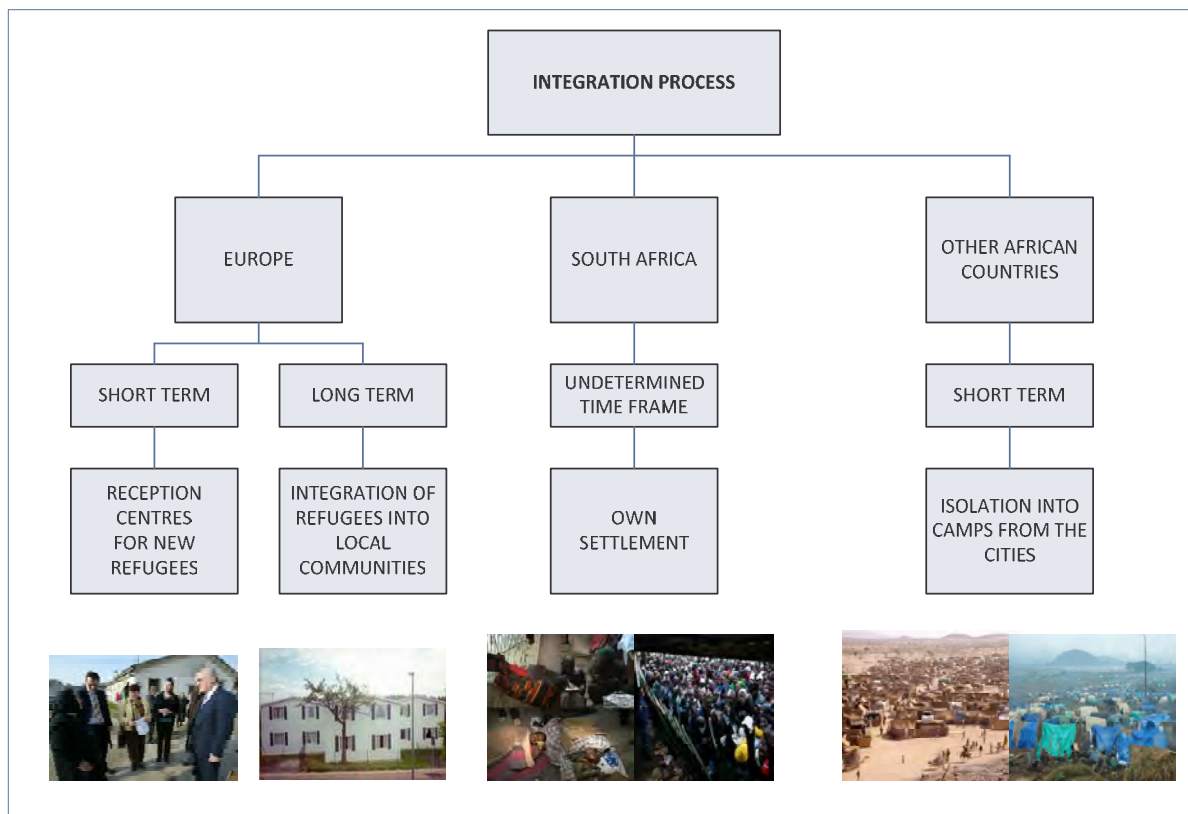
Source: Researcher's own interpretation, informed by Ndinda and Adebayo (2006)

The figure illustrates that the integration process of refugees in South Africa (and by default in eThekwini municipality) is very limited when compared with the European model. In South Africa, refugees are living on their own (no shelter, no formal jobs and no access to some schools). The provision of a simple refugee permit by the Department of Home Affairs provides a quasi legal status allowing them to stay legally in the country, but does not provide the access of a Green Bar-coded ID book which is officially recognized and required by the majority of institutions to access social and economic opportunities.

2.4.10 INTEGRATION OF REFUGEES IN SOUTH AFRICA CITIES CONTEXT

Historically, cities in South Africa have been shaped by a "variety of historical and economic factors, but the most significant factor was the arrival of modern planning and architecture from Europe and the United States of America as early as 1925"(Adebayo and Musvoto, 2010:1128). Colonial conquest in the nineteenth century was sanctified in law with the passing of the 1913 and 1936 Land Acts and the Population Registry Act of 1950 (Dithlake, 1998).

This was applied in the service of the apartheid state and as a means of implementing segregationist legislation mainly the Group Areas Act (Murray, 2007). This Act clearly spelt out that South Africans of different racial groups, as indicated by the Population Registry Act 30 of 1950 (Whites, Blacks, Indians and Coloureds), were supposed to live in different neighbourhoods (Adebayo and Musvoto, 2010). In addition, these kinds of laws had major impacts on the urban forms of South Africa cities, due to the factor that it was difficult for black people during this period to come in towns, or to access other urban opportunities such as urban housing or businesses in inner-city or closer proximity.

As Todes (2000) states, it is important to understand the history of urban apartheid planning, its impact on city form, and the way it served to impoverish spatially, economically and socially marginalized black people. Prior to the elections in 1994, the African National Congress stated in

the Reconstruction and Development Program that the change in urban form and structure had been at the fore to redress the injustices of apartheid. The policies of the South African post apartheid government are mainly aimed at promoting desegregation, and stimulating growth and creating employment opportunities. According to Todes (2000) the focus of the post apartheid government has been on restructuring and integrating the city, making it possible for low income people to acquire housing in well located areas, thus reclaiming access to urban opportunities that were lost under apartheid.

Therefore, as Adebayo and Musvoto (2010) stated, the integration in the context of South Africa here acknowledges the existence and constitutional rights of local citizens, mainly four racial groups Blacks, Indians, Coloureds and Whites, on which the spatial hierarchy of urban areas in the pre-democratic era was based (urban African townships, located in peripheral areas far from the core and suburban areas composed nearly entirely of whites or Indians; and core, primarily white communities.

In addition, the nature of migration to South Africa has changed since the abolition of apartheid. Since then, South Africa has attracted many more immigrants including refugees from different countries, mostly on the African continent (Manicom and Mullagee: 2010). Previously the only black people allowed into the country were migrant labourers who came to work on the farms and mines on a temporary basis, short-term visitors, and professionals who settled in the Homelands. In terms of working towards the harmonization of migration policies, legislation and practices in the Southern African sub-region, members of the Global Commission on International Migration (GCIM) agreed that efforts regarding harmony were desirable since it contributed to and was consistent with the objectives of regional economic, political and social integration as well as enabling the sharing of capacity, including information, knowledge and expertise to manage migration in the sub-region collectively. It is important as well that, in the same context, that the integration process in South African cities should consider these immigrants and refugees, so that no one is left behind in the process. It is now more than

sixteen years since South Africa's first national democratic election. Much has changed and much has not in the reconstruction of the new SA (Weiner and Levin, 1997).

The development of cohesive and complementary migration policies, rules and regulations in the Southern African region could lead to significant advantages in terms of global integration and will have many direct benefits for Southern African states, such as promoting tourism, providing for better and more efficient migration management, enhancing security, developing a common understanding of the rights of migrants, and attracting investments (Manicom and Mullagee: 2010).

In developing the new South African local government system with the goal of socio-spatial equity, it appears that the main issue was to define the city or the Metropolitan areas as a whole with the integration of different fragments (Maharaj, 2002). There is still a long way to go to achieve full integration, or at least to integrate the marginalized communities into a liveable environment, a place of hope for all citizens. According to Manicom and Mullagee (2010), South Africa has realized that with today's skills shortages, agriculture, industry, and education can only thrive by drawing on the energy and skills of those from outside the country. This will allow for the growth of opportunities for South African citizens as these industries grow, and for the improvement of the socio and economic situation of these immigrants.

Furthermore, remittances from South Africa can spread wealth throughout the region to promote greater political stability and nourish markets. The welfare of South Africa has always depended - and always will - on its neighbours and those from much further away (Manicom and Mullagee: 2010). The neglect, denigration, and exclusion of foreigners living here, can only erode the existing bonds. The integration of foreigners into the country is seen as the key to creating harmony amongst all who reside in South Africa and its neighbours in the region.

2.4.11 LIFE EXPERIENCES OF REFUGEES IN SOUTH AFRICA

A significant number of researchers have considered issues related to the life experience of refugees in South Africa and stated that refugees are not integrated in the development and local economic of the eThekwini municipality (Amisi, 2005 and Jinnah, 2006). Specifically, Great Lakes Region refugees leave their countries to come to South Africa as a result of civil war and political instability. Most of them are traumatized because of what they have seen and in some instances due to trauma they have experienced personally. However, on arrival in South Africa, after a hazardous journey involving traversing a number of countries, they find South Africa different from their expectations.

Whilst South Africa has had some success in integrating long-term refugees from Mozambique, including efforts to provide citizenship to some as stated by Shaw (2007), the integration of refugees today, in post apartheid South Africa, is a critical issue. It is difficult for refugees to achieve their desired socio-economic and spatial integration into South African society. This is particularly hard in KwaZulu-Natal and the eThekwini municipality where there is a lack of municipal policies regarding refugees, the predominance of the isiZulu language and a high degree of unemployment for citizens. Politically, refugees in South Africa as a whole and in eThekwini municipality in particular, experience problems related to discrimination and xenophobia.

Politically, as Ndinda and Adebayo (2006) argue, refugees in South Africa are treated as illegal aliens and are therefore not well received. The state's attitude is one which attempts, to all intents and purposes, to keep refugees and other immigrants, both legal and illegal, away. Citizenship and an ID book become other major challenges for refugees. South Africa is an extremely identity driven society.   In fact, there is no service in the country, whether government or private, that you can access if you do not have an identity document. Whilst the state agencies lead the way in determining the treatment of refugees, private and government institutions as well local communities are involved in these processes often exploiting the vulnerability of this group.

There are many challenges. For some, a lack of a place to stay is the primary concern and for others economic hardship and the struggle to provide the economic means to maintain shelter is a fundamental problem. Some work long hours to pay rent. Their experiences in the city include discrimination (xenophobia), a lack of basic needs, unemployment and hopelessness. Others do not feel secure and fear the police. A quote from a Congolese migrant woman from the inner city Johannesburg encapsulates this - *"I hide from the police, I hide from the South African government, and I hide from my government at home."* Refugees in South Africa are having to find the means to survive themselves through social (sharing information) and capital network (facilitation of actions), and by support from religious organizations, and various NGOs (Amisi, 2005).

2.4.12 SOCIAL NETWORK AND SOCIAL CAPITAL CREATED AMONG REFUGEES

Social network and social capital is an important factor to understand why a certain group of people choose to stay in a place others have abandoned, and to provide a conceptual framework within which to analysis life experiences of the Great Lakes region and their survival strategies in the Durban Metropolitan Area. From a social constructionist perspective, a *"network' is (defined as) a social structure that brings together actors who are interdependent but linked together through complex social, economic and political interactions"* (Amisi, 2005). Networks, or these social ties, constitute a useful tool for refugees to find access to resources, to rebuild community life and provide a sense of belonging which has been disrupted by exile. It also empowers them to alleviate the poverty, discrimination and insecurity. Social and capital networks play an important role in international migration and have done so ever since the 1920s (Amisi, 2005). Social networks also play a vital role in migrant decision-making, the confirmation of reliable information, and access to certain facilities such as sharing accommodation and information regarding where employment opportunities are available. Once someone in a personal network has successfully migrated, these ties are transformed into a resource that can be used to gain access to foreign employment and additional benefits brought by it.

Previous studies emphasize the importance of asylum-seekers' and refugees' social networks which provide practical and emotional support, thereby reducing their experiences of social exclusion Respondents have indicated that living in inclusive neighbourhoods helped them develop social networks, access to services and other resources. They formed friendships with neighbours whom they visited in their homes and sought social interaction through their local community centres and religious institutions. A father from a refugee family, for example, explained that there was a supportive and respectful atmosphere in their neighbourhoods and they experienced no problems of hostility from local people from either majority- or minority-ethnic groups (Spicer, 2008:503).

2.5   LIFE EXPERIENCES OF GREAT LAKES REFUGEES IN DURBAN METROPOLITAN

Research has been done on the life experiences of refugees in Durban Metropolitan. The findings of this work confirm that refugees are not integrated in the development and local economy of eThekwini municipality (Amisi, 2005 and Jinnah, 2006). Language can also be a significant barrier in a new place. Since the lingua franca of Great Lakes refugees is French negotiating a city where the dominant languages are English and isiZulu can be daunting.

2.6   POSITIVE EXPERIENCES AND CONTRIBUTION OF REFUGEES TO SOUTH AFRICA DEVELOPMENT

Certain studies, including that of Shaw (2007), suggest that the collective experience of immigrants is not always negative. Their presence can be beneficial for both the refugees and the government that hosts them. South Africa has had some success in integrating long-term refugees from Mozambique during the apartheid regime, which included efforts to provide citizenship for some of them. This research is concerned with how far things have progressed and what contribution the current government has made or is making to integrate refugees into the mainstream of society. Currently the state's contribution consists of providing some facilities in education and health as well as asylum permit and refugee status. For instance, refugee children are allowed to enter and share a similar curriculum as local children, and the

national exam is the same. However, some schools do not allow school applications for refugee children. Refugees are visible in the informal economy contributing to the growth of the local economy through informal trading and working as security guards.

Despite the lack of assistance to refugees, and the fact that refugees are not allowed to work in either the informal or formal economy (Hunter and Skinner, 2002:6, cited in Amisi, 2005: 115), there has been a constant increase in the number of Congolese refugees in Durban (Amisi, 2005). However, to argue that there is no assistance for refugees at all or that they are not allowed to work in the informal or formal economy is a generalization. Small numbers refugees are legitimately employed in the formal sector and others do get some assistance from refugee service providers such as the Refugee Social Services (RSS), previously known as MCC, Refugee Pastoral Care and so forth. What is true however is that the majority of refugees in the eThekwini Metropolitan Municipality live a difficult life?

2.7 CONCLUSION

This chapter aimed to present the literature, theories and conceptual framework related to this study. Different theories as well as different issues related to the topic 'finding a place' in the city have been explored. The theory informing this study showed that integration is a legal issue based on the exclusion of refugees in many ways (spatial, social, economic, and cultural) who are not citizens. This insecurity is reinforced through vulnerability, a lack of proper documentation, and poor implementation of the Refugees Act, 130 of 1998, the Immigration Act, 19 of 2004 and a lack of local municipal policies to integrate refugee issues in IDP. This issue needs to be addressed through a multicultural and integrated development theory approach. The literature reveals that most Great Lakes Region refugees have a hard life experience living in Durban. It indicates that they face a multitude of challenges including illegality and a lack of access to documentation, unemployment, language barriers, and a lack of basic needs, hopelessness and discrimination (Xenophobia). This study bridges the gap not covered by the above literature review as it looks deeply into the life experiences of Great Lakes Region refugees living in the Durban inner city.

CHAPTER THREE: BACKGROUND

3.0   INTRODUCTION

This chapter will present an overview of the case study. The study is a qualitative case study focusing on the Great Lakes Region refugees (Rwanda, Burundi, DRC, Uganda and Tanzania) living in the Durban Metropolitan area which is the largest city in KwaZulu-Natal. It forms the economic and spatial heart of the eThekwini metropolitan municipality and it is the third most populous city in South Africa containing the busiest port in Africa[11] . These attributes make it attractive to immigrants and refugees. Durban metropolitan city is one of the places that can host many migrants from different parts of the worlds, including Great Lakes Region refugees and asylum seekers. This case study section provides an overview of the historical background of Great Lakes Region refugees, and their methods of access and their travel system to this centre. It also provides a detailed description of the case study area where refugees locate and why - at local level and the present situation of refugees and asylum seekers in the Durban Metro.

3.1   BACKGROUND AND LOCATION

This section addresses the origins of the Great Lakes Refugees and explains the historical events leading up to their exile and journey to South Africa and Durban. It provides context and background against which to view the experiences of refugees and their expectations for a new life in their country of destination.

3.1.1   HISTORICAL EVENTS OF GREAT LAKES REGION

The Great Lakes Region (GLR), also called 'Central Africa Region (CAR)' for some scholars comprised roughly of Rwanda, Burundi, Uganda, the eastern part of Democratic Republic of the Congo, and Western Tanzania (see fig 2: Locality map of Great Lakes Region). For some scholars this region extends to Kenya as well, but this research will be limited to Great Lakes Region or Central Africa Region which is geographically highlighted by chronic ethnic conflicts and political

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[11] http://www.paytostay.co.za/KwaZuluNatal/Durban

instability. This region is predominantly French speaking, except Uganda and Tanzania (Okumu and Mpangala, 1997). Over the years, this region has been characterized by political instability and intractable conflicts as demonstrated in the Burundi civil war and the 1994 Rwanda genocide that caused the loss of the lives of a large number of Burundian, Rwandan and Congolese innocent citizens[12].

Historically, the GLR is part of the African Continent that was colonized during the last quarter of the 19th century. According to Okumu and Mpangala (1997), there were two phases in the establishment of colonialism in the Region. During the first phase of the 1880s and 1890s colonization process, the DRC was colonized by the Belgians; Kenya, Uganda and Zanzibar were colonized by the British; and Burundi, Rwanda and Tanzania Mainland were colonized by the Germans under the name of German East Africa. The second phase followed the end of the First World War in 1918 when the Germans were defeated. Their colonies in Africa were taken over by the League of Nations and handed over to other nations. Thus German East Africa was divided. Tanzania Mainland was given to the British as a trusteeship territory. It came to be called Tanganyika. Burundi and Rwanda were given to the Belgians, and thus became Belgian colonies. The other countries remained as they were during the first phase.

The seeds of conflicts were sown under colonialism through three main aspects as Okumu and Mpangala (1997:6) states: "*First, colonialism created and consolidated divisive ideologies of ethnicity, racialism, regionalism and religious antagonism. Second, colonialism divided people through the policy of divide and rule and creation of artificial borders between colonies*". For instance, artificial borders divided people who before colonialism had been under same political organizations. The Banyarwanda, who before colonialism were under the Kingdom of Rwanda, were separated, some came under colonial Rwanda, whilst others under colonial Congo. Within Rwanda they came to be divided first by German and then by Belgian colonial powers into antagonistic ethnic groups of the Tutsi, Hutu and Twa. Third, and along similar principles,

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[12] www.Greatlakes.org.za

colonialism divided people in the colonies along economic lines by creating colonial division of labour on the basis of superiority and inferiority principles (Mpangala, 2004)

It has to be noted, however, that while the racist ideology was used to justify colonial domination, oppression and exploitation of Africans by Europeans, the same racist ideology was used in the colonies to divide Africans through the ideology of ethnicity, regionalism and religious antagonism as noted earlier. Ethnic groups were also categorized into superior and inferior categories. However, soon after independence another neo-colonial force, in the form of American interest came in, and the DRC was one of the targeted African countries.

The neo-colonial interests in the Congo did not end with taking over control of the economy. It also became necessary for them to take over control of politics by installing a puppet regime. Patrice Lumumba's leadership was therefore unwanted by the neo-colonial interests as it was leadership for real independence of Congo with an economic programme for the development of Congo and its people devoid of neo-colonial control. Neo-colonial forces, therefore, worked out the overthrow and assassination of Lumumba, and installed Mobutu who became Congo's puppet actor serving neo-colonial interests for thirty four years. This means that besides other factors, the current crisis in the DRC should also be examined in terms of interests of neo-colonial forces.

According to Okumu and Mpangala (1997:9), most of "*the nationalist political parties in the various colonial territories were based on these divisive tendencies.*" *This argument is justified by the fact that the formation of ethnic based political parties during the 1950s in Rwanda and in Burundi. As power struggles grew ethnic tendencies got consolidated leading into post-independence periodic conflicts. Same shape of political parties' formation was experienced in Uganda from 1951 to 1961. Ethnic or racial tendencies of political parties were also experienced in Zanzibar".*

One implication is that in nearly all of these Great Lakes Region countries, two categories of political parties were founded. One was of political parties which were national in character with the objectives of establishing national unity after independence. The other category was of political parties which were ethnic or religious or racial or even regional based. A holistic understanding of these neo-colonial ideas had a high potentiality of causing disunity and instability after independence until today where a large number of Great Lakes Region refugees is spreading everywhere around the world . The idea of integration is significant for the acceptance of refugees in South Africa, and also has applicability at the regional level. Integration offers one element for designing a durable solution to the conflict in Great Lakes Region and in the African continent as a whole.

Figure 3:   Great Lakes Region Locality Map
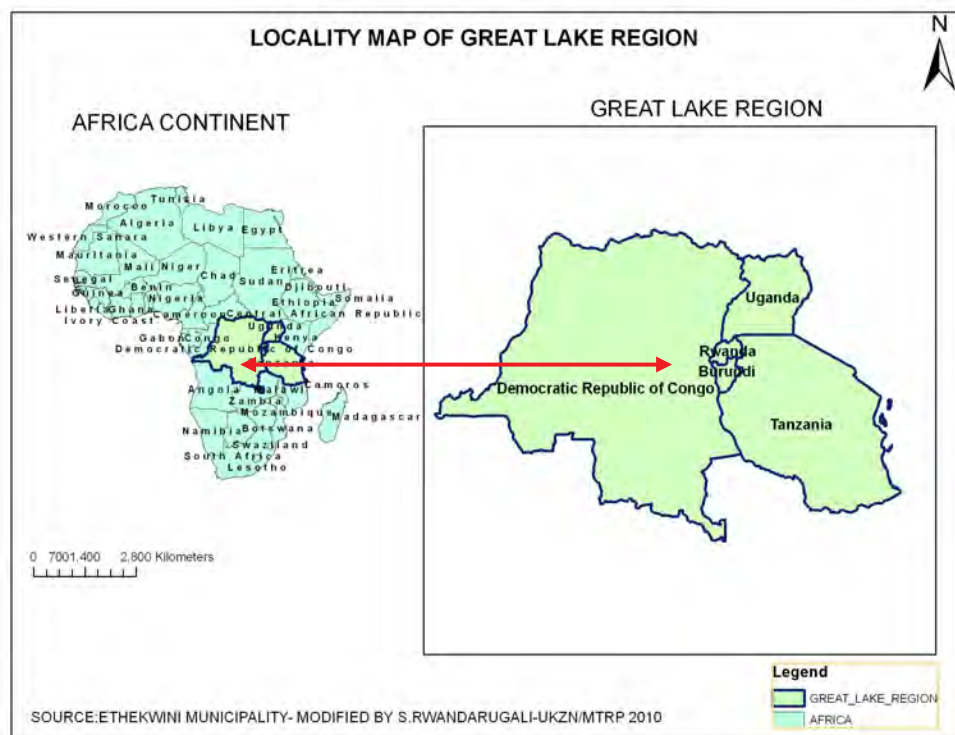
Great Lakes Region refugees choose to come so South Africa and particularly to Durban hoping for more security and economic and social opportunities. Many of them are traumatized by what has happened to them in their home countries or by what they have seen or encountered while fleeing through other countries. They have experienced many problems including political repression at home, traumatic experiences mostly connected with emotional reactions, and stressful experiences in their places of refuge such as receiving bad news from home, cultural shock and cultural adjustment to language problems (e.g., from French to English and/or Zulu), not understanding common art and symbols, integration problems in the new society and so on (Researcher personal experiences, 2010).

3.1.2 TRAVEL SYSTEM

Great Lakes Region refugees arrive in South Africa after travelling a long distance and crossing a number of countries including Tanzania, Malawi, Mozambique, Zambia, and Zimbabwe (see fig 2: Travel road map of Great Lakes Region refugees to South Africa). They use various roads and different means of transportation. Dar es Salaam can be regarded as being a central point of departure for many refugees after crossing the borders of their country of origin. This is due to the fact that the Northern Corridor anchored by the port of Mombassa in Kenya, and the Central Corridor, anchored by the port of Dar es Salaam in Tanzania, are principal and crucial transport routes for the national, regional and international trade of the five East African Community (EAC) countries, namely; Burundi, Kenya, Rwanda, Tanzania and Uganda (www.eastafricancorridors.org).

When they arrive in Tanzania (Dar es Salaam), some travel via Malawi-Mozambique to Durban and others take a road through Mozambique to Durban, and the rest take a road via Zambia-Mozambique to Durban. They also use various modes of transport to reach Durban, including busses, bakies, minibus taxis, and on foot in few cases. A few of the refugees are able to cross the borders legally because they have passports or other identification documentation. Others, who held military or political office, have been afforded protection in their new host country. The majority of the refugees cross the borders clandestinely.

Figure 4:   **Travel Road of Great Lakes Region Refugees to South Africa**

3.1.3 LOCATION OF THE STUDY AREA

In the South Africa context, the study area is a function within the eThekwini Metropolitan Municipality[13]. The eThekwini municipality is one of the 11 districts of the province of KwaZulu-Natal in South Africa and is located on the Indian Ocean. Durban is the largest city in KwaZulu-Natal, well served by rail links and has an international airport, and is now the largest port on the African continent. The study area is a function of the eThekwini Metropolitan, and encompasses the area of the Point, CBD (central business district), Esplanade (Victoria

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[13]   **eThekwini Metropolitan Municipality** is a metropolitan municipality created in 2000 that includes the city of Durban.

Embankment), and South Beach sub-places and is a function with 26, 27 and 32 boundaries (see figure 5: Locality map of the study area).

Figure 5:   Locality map of the study area: eThekwini Inner-Cit*y*

LOCALITY MAP OF THE STUDY AREA:ETHEKWINI INNER-CITY

SOURCE: ETHEKWINI GIS - MODIFIED BY S.RWANDARUGALI- UKZN/MTRP 2010.
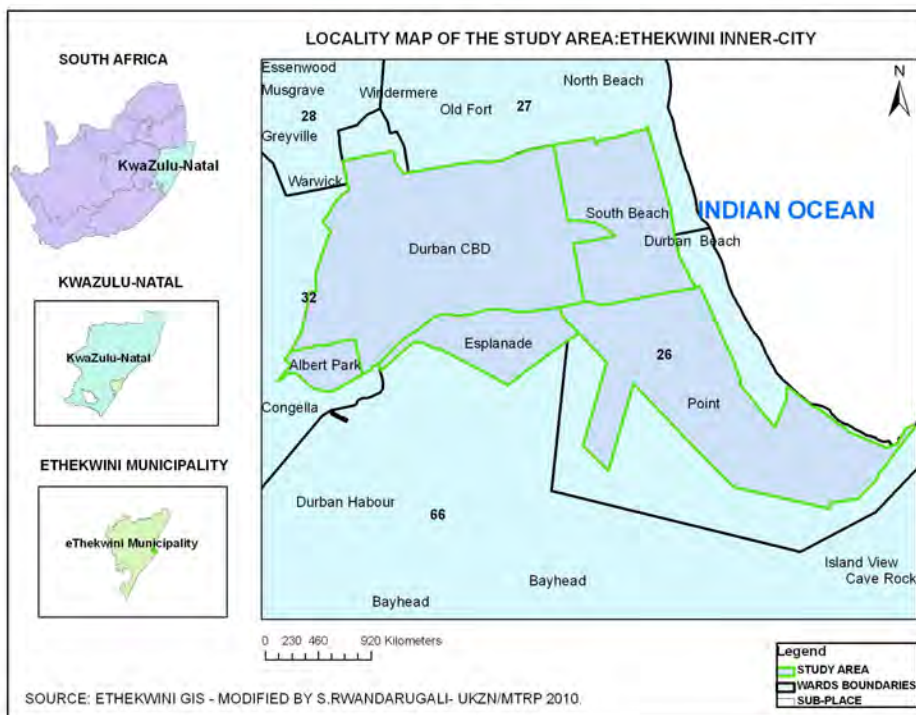
3.3   THE RIGHTS AND RESPONSIBILITIES OF ASYLUM SEEKERS AND REFUGEES IN SOUTH AFRICA

The South African legislation on refugees is located in the South Africa Constitution within the context of the principles of the Southern African Development Community (SADC), the African Union (AU), the New Economic Partnership for Development (NEPAD), and the international conventions to which the South African government is a signatory (Kleinsmidt and Manico, 2010). The Department of Home Affairs (DHA) is responsible for the implementation and management of these policies and legislation.

At national level, Refugee migration policy in South Africa is shaped by the following national instruments: the Refugee Act, (Act 130 of 1998), the Immigration Act, (Act 19 of 2004) and the

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Constitution of the Republic of South Africa, 1996 (Chapter 2, the Bill of Rights). The Refugee Act, 130 of 1998 aims *"to provide protection and safety to those seeking asylum from persecution in their countries of origin.'* (Kleinsmidt and Manicom, 2010:172). It provides for the rights and duties of refugees. In the same context, it gives effect within the country to the relevant international legal instruments, principles and standards relating to refugees, provides for the reception into the country of asylum seekers, regulates applications for and the recognition of refugee status, provides for the rights and obligations flowing from such status and also provides for matters connected therewith. The Refugee Act further states that, notwithstanding the provisions of the Act, no person may be refused entry into the country if he or she may be subjected to persecution based on their race, religion, nationality, political opinion or membership of a particular social group, or feel that their safety is threatened by external aggression or foreign domination of their country of origin.

Kleinsmidt and Manicom (2010), add that the key human rights that the legislation encompasses, as per the Constitution and international instruments to which South Africa is a party, are: the right to life; freedom of movement; freedom from torture; freedom from slavery and freedom of religion. Chapter five of the South Africa Refugees Act 1998, (Act No 130 of 1998), (Government Gazette, 1998:18-20) contains the general rights and responsibilities of refugees in South Africa.

It is important to note, from the point of view of these rights and responsibilities that the Refugee Act, 130 of 1998 has provisions for exclusion and cessation from refugee status and the interpretation, application and administration of the Act (Kleinsmidt and Manicom, 2010:1). However, the Act also provides for the rights of many refugees who do not choose to return home after conditions in their countries of origin have changed. The reasons for this could possibly be that they have made homes for themselves in South Africa, or that the conditions in their countries of origin have not changed to suit their understanding of the proper provision of safety and security. Section 27(c) of the Refugees Act entitles a refugee to "apply for an immigration permit after five years of continuous residence in the Republic from the date on

which he or she was granted asylum" (Kleinsmidt and Manicom, 2010:167). Having such a permit potentially sets the holder on a course to apply for naturalization under the Citizenship Act of 1995.

Kleinsmidt and Manicom (2010)'s interpretation of the legal status of refugees in South Africa, says that the key human rights legislation encompasses, as per the Constitution and international instruments to which South Africa is a party, are: the right to life; freedom of movement; freedom from torture; freedom from slavery and freedom of religion. Chapter five of the South Africa Refugees Act 1998, (Act No 130 of 1998), (Government Gazette, 1998:18-20) contains the general rights of refugees in South Africa. The following table summarizes the rights and responsibilities of asylum seekers and refugees in the Republic of South Africa (Kleinsmidt and Manicom, 2010:177):

Table 1:   Rights and Responsibilities

Asylum seekers Rights	Asylum seekers Responsibilities
An asylum seeker is entitled to : 1. a formal written recognition as an asylum seeker in the prescribed form pending finalization of his or her application for asylum; 2. the right to remain in the Republic pending the finalization of his or her application for asylum; 3. the right not to be unlawfully arrested or detained; and the rights contained in the Constitution of the Republic of South Africa, 1996, in so far as those rights apply to an asylum seeker	An asylum seeker must: 1. abide by the laws of the Republic; 2. renew his or her permit in person at any Refugee Reception Office in the Republic; and 3. Inform the Refugee Reception Office of his or her residential address and of any changes to that address so provided. 4. The address contemplated in subsection (1) is, for the purposes of this Act, deemed to be the address to which the service of processes or correspondence may be made.
Refugees' Rights	**Refugees' Responsibilities**
A refugees is entitled to 1. formal written recognition of their status in the prescribed form; 2. full legal protection, which includes the rights set out in Chapter 2 of the Constitution of the Republic of South Africa, 1996, except those rights that only apply to citizens; 3. permanent residence in terms of section *21(d)* of the Immigration Act after five years of continuous residence in the Republic from the date on which he or she was granted asylum, if the Director-General, after 4. confirmation of their status - once all the relevant factors have been considered e.g. that he or she would remain a refugee indefinitely; an identity document can be issued; 5. a travel document if he or she applies in the prescribed manner; and, 6. seek employment.	A refuge must – 1. abide by the laws of the Republic of South Africa and inform the Refugee Reception Office of his or her residential address and of any changes to that address; and, 2. The address contemplated in subsection (1) is, for the purposes of this Act, deemed to be the address to which the service of processes or correspondence may be made.

Source: Government Gazette South Africa, Vol. 521, November 2008 in Kleinsmidt and Manicom, 2010

3.4 IMPLEMENTATION OF THE REFUGEE ACT, 130 OF 1998

The perspective of refugee protection in South Africa can still be considered relatively new, as it was only since September 1993 that South Africa began to formally deal with refugees. The United Nations High Commissioner for Refugees (UNHCR) gained a formal legal mandate in 1991 to operate within South Africa, and the country's first Refugees Act only came into force in April 2000 (Kleinsmidt and Manico, 2010). The purpose of this "Basic Agreement was to facilitate a durable solution, through temporary recognition, for an estimated 300 000 Mozambicans who had fled the civil war in their country of origin and continued to reside in South Africa, primarily in former homelands" (Kleinsmidt and Manico, 2010:169).

The agreement provided first for a UNHCR-led voluntary repatriation programme and second for integration in the form of a (cabinet approved) recommendation that those former refugees from Mozambique who did not take advantage of repatriation have their status regularized. After its introduction, this initial refugee policy has only benefited Mozambican refugees and just for a few months after South Africa's 1994 elections" (Kleinsmidt and Manico, 2010:170). The implementation of the Refugees Act by government officials remains a serious concern.

While South Africa has signed to treat Asylum seekers and Refugees according to international standards and principles, and it has well formulated Refugee Acts, the reality is that South Africa appears to have no specific policy implementation of the South Africa Refugees Act 1998, (Act No 130 of 1998), particularly regarding the reception and accommodation of refugees.

South Africa is one of the African countries with a high rate of refugees and immigrants hoping to get a better life and security in relation to other neighbouring countries. When they arrived in South Africa, both refugees and economic immigrants were threatened as illegal aliens, and were therefore not well received (Ndinda and Adebayo, 2006). What they receive from the government on their arrival are the asylum papers that allow them to stay legally in the country, and to seek jobs and have access to education, but there is no clarity regarding their social needs like access to housing and other basic needs. Although the Government of South Africa

does not have specific assistance programmes for refugees, "many benefit from educational, healthcare and other public services. Provincial government departments have a level of institutional responsibility and they fund refugee-related activities through local NGOs" (Kleinsmidt and Manicom, 2010:178).

According to Kleinsmidt and Manicom (2010), there are approximately 142 000 refugees and asylum seekers who have fled conflict areas and persecution in countries like the Democratic Republic of Congo, Burundi, Côte d'Ivoire and Zimbabwe, but the actual implementation of the refugee legislation has led to serious problems. The *"persistent administrative obstacles and delays in the processing of claims for asylum put them at constant risk of unlawful arrest and possible deportation"* (Kleinsmidt and Manicom, 2010:180). Most notable is the harassment, mistreatment and extortion by the police. According to the Human Right Reports as stated by Kleinsmidt and Manicom (2010, 179):

"Police officers are required to verify the immigration status of a person are often unfamiliar with the specifics of refugee and asylum law and the accompanying procedures, and question the validity of documents. This increases the risk of deportation. Obtaining official documents remains difficult for asylum seekers. The temporary document received at the border crossing which brings legality to a person planning to apply for an asylum seeker permit often expires weeks or months before the person can receive their asylum seeker permit. This is largely due to the difficulties asylum seekers have in gaining access to refugee reception offices in Johannesburg, and hence there is no shield from the risk of arrest for being 'illegal'".

Further, the long delay in processing applications becomes a critical concern due to the precarious legal and economic situation of many asylum seekers while their claims are pending. The Department of Home Affairs is required to process asylum applications within the legally stipulated six-month period. In practice, waiting periods for refugee status determination are often one year or longer. Examples of such lengthy waiting periods include an asylum seeker from Burundi and Rwanda who had been in South Africa since 1998 and a Congolese asylum

seeker in the country since 2000, both still awaiting the determination of their status at the time of Human Rights Watch's August 2004 visit.

The examples are so many, but the question is to know why this issue continues to persist. Corrupt practices by DHA officials at refugee reception offices and the failure of DHA officials to restrict the activities of 'brokers' and unofficial 'interpreters', act as a further hindrance to asylum seekers gaining access to refugee status determination procedures and protection. An asylum seeker told Human Rights Watch: "without [bribe] money, I cannot get a paper [asylum seeker permit]". He claims to have paid R400 (US $67) to a person not in uniform at the Johannesburg refugee reception office in order to gain access to the office. Another asylum seeker from the DRC told Human Rights Watch that someone not in uniform at the Johannesburg refugee reception office told him, 'If you want a paper, you must pay R400 (US $67)". It is unknown whether these cases have been reported to the Department of Home Affairs (DHA); however, it is certain that if the DHA were made aware, it would act to rectify the situation. A lack of knowledge about the rights of asylum seekers and refugees and the documentation relevant to these groups by members of the South African Police Services and the Departments of Health, Education and Labour causes major problems in the lives of asylum seekers and refugees. As a result asylum seekers are arrested, deported, denied access to healthcare or charged exorbitant rates for such care and are unable to work or study.

The delays in obtaining official documents may be due to insufficient staff or inadequate computer equipment causing a huge backlog in the processing of asylum seeker applications for refugee status and asylum seeker permits. The delay in the processing of these applications is the very reason for the backlogs which disallows full access to the rights afforded by the legislation. Corrupt practices by DHA officials are of serious concern as asylum seekers are too afraid to expose those who are primarily tasked with supplying them with the much-needed documents crucial for their wellbeing in the country. There appears to be a lack of inter-governmental coordination between local government departments and national government

around the implementation of refugee law, combating xenophobia, and social integration of refugees and asylum seekers.

"The entire process includes– from the time a foreigner registers a presence at a port of entry, has to find a refugee reception office, enters a refugee reception office to apply for an asylum seeker's permit, lodges an accurate claim, is informed of their obligations, acquires a permit, has to maintain such a permit, completes the status determination process, receives a decision and receives the official documentation verifying their status" (Kleinsmidt and Manicom (2010, 179-180).

Xenophobia has also become a major obstacle to the integration of refugees and asylum seekers in communities in South Africa. In the years of 2008 and 2009, attacks against refugees, especially Somalis, have been a critical issue on South Africa territory. A significant number of foreigners have lost their lives, and others have been traumatized by losing their relatives or friends. This has resulted in the creation of an environment of fear among all foreigners, whether they are refugees or just economic immigrants.

According the CRMSA report (2007), asylum seekers and refugees are people who have been compelled to leave their countries of origin due to a well-founded fear of instability, violence, oppression, persecution. When refugees arrived in South Africa, hoping to find security and a better way of life, they found the reality was vastly different to their expectations (Jinnah, 2006). Both refugees and economic immigrants are threatened as illegal aliens, and are therefore not well received (Ndinda and Adebayo, 2006). What they get from the government, are the asylum papers allowing them to stay legally in the country, and to access to other facilities and services. Other requirements such as access to housing and economic opportunities are left to the informal social and economic networks.

3.5. INTEGRATED DEVELOPMENT PLANNING (IDP) APPROACH

To understand the Integrated Development Planning (IDP) approach is not an easy task, since it meaning incorporates both process and plan. In its broadest sense, IDP is an approach to Local municipalities in South Africa to plan future developments in their areas of planning that involves the entire municipality and its citizens in finding the best solutions to achieve good long-term development. In this study, the IDP as a process was distinguished from IDP as the plan (Integrated Development Plan).

The IDP as a process, all municipalities in South Africa has adopted a planning strategy based upon the production of an Integrated Development Plan (IDP). The municipality is responsible for the co-ordination of the IDP and must draw in other stakeholders operating within the area. As provided in chapter 5 of Municipal Systems Acts 2000, Acts No 22, 2000:

35. (1) an integrated development plan adopted by the council of a municipality—
*(a)*is the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality;

The integration process of refugees into municipal IDP of South Africa cities should be understood as an effective and a beneficial process for both South Africa and refugee communities. It takes into account the situation in which the refugees and the host community live in harmony sharing the same social and economic resources. Politically, economically, socially and culturally, refugees have the right to participate in municipal development programs. They need a physical place where to stay, but they also need full access to economic, social and cultural places. In another words, they claim to become fully integrate in different levels of planning and development of the city. Practically, it seems to be the contrary, there is no specific municipal policy that deals with refugees (2009), or no single page of IDP that states anything about refugees.

As Boaden (2002: ii) stated when referring to the study of immigrants in the Western Cape Province, "the 'problem' aspect of foreign migrants is overstated and that in many ways the presence of these migrants contributes positively to the economic and cultural development of the region". The current and future planning strategy need new political governance that will bring unseen communities to be seen in all levels of integrated planning development programs. To this end, immigrants must make some adjustments in their lifestyle to fit in the host country. They attempt to re-establish themselves occupationally, learn the culture and language and take part in the social and economic activities. They should be incorporated into municipal IDP, and both Spatial Development Frameworks (SDF) and Capital Investment should take into account the problems facing the refugees.

An Integrated Development Plan (IDP) is a very good plan for an area that gives an overall framework for development. It aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area[14]. It should take into account the existing conditions and problems and resources available for development. The new approach of local government is "to facilitate and ensure the provision of infrastructure, services and support, thereby creating an enabling environment for all citizens to utilize their full potential and access opportunities. This will enable citizens to contribute towards a vibrant and sustainable economy with full employment and thus create a better quality of life for all[15]. The plan should look at spatial, economic, social and cultural development of the area as a whole. It must set a framework for how physical land should be used, what infrastructure and services are needed and how the environment should be protected.

It is important for spatial, economic, socio-cultural needs and the priorities of refugees to be incorporated into IDP, the municipal team of the IDP process needs to be in touch with

7/8   http://www.durban.gov.za/durban/government/policy/idp/idp/ Accessed on 25/10/2010
11   2010 eThekwini municipality vision

refugees' organizations. Where there is no formal structure of such organizations, another alternative should be found maybe by organizing a group meeting with them or calling a focus group of some refugee's representatives to be able to hear learn about their needs. For instance, councillors should organize regular meetings with refugees in the areas where they predominantly stay and work. For instance, in the eThekwini municipality, IDP team needs to be aware that the majority of refugees and asylum seekers stay in Point Road and Russell Street and group meetings should be arranged within these areas of residence. This will help to understand why they choose to stay in these areas, what social problems they have and what is needed to address these problems, and their being incorporated into IDP. In that way refugees and asylum seekers can be incorporated into IDP and communicate the key planning information with three spheres of the government.

Figure 1:   The Role of the Three Spheres of Government in Integrated Development Planning
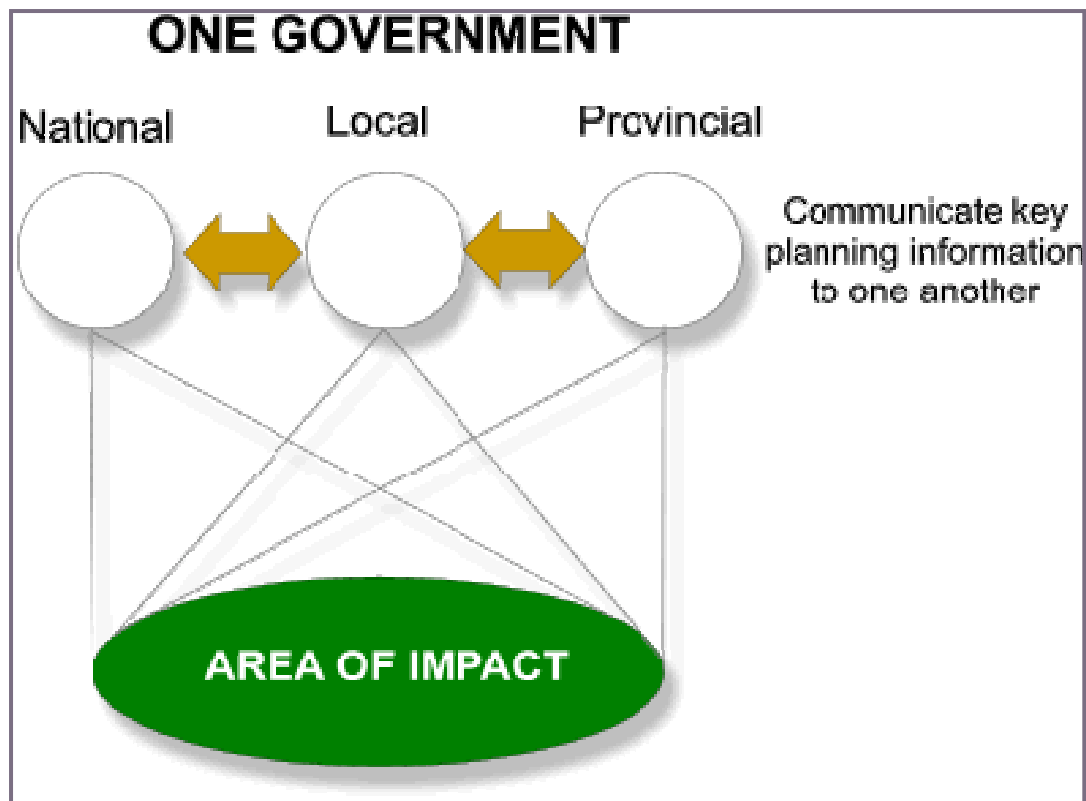
Source: http://www.idp.org.za Accessed on 15/06/2010

In order to ensure greater coherence and consistency in intergovernmental planning and service delivery, role players within national, provincial and local government have to develop a shared understanding and agree on development priorities, objectives and programmes of implementation and the corresponding resource demands of different areas across South Africa. For intergovernmental development planning to become a reality, role players need to make the right information available at the right time in a way that is consistent and useful across government.   Access to information needs to take place in the process of plan preparation and revision, instead of when the plans have been completed.

3.6   REFUGEES' PROFILE IN THE ETHEKWINI METROPOLITAN

3.6.1 DEMOGRAPHIC AND SPATIAL LOCATION

Most of the refugees are concentrated in the Durban inner city, where they can ensure survival through their social networks and their informal activities (Researcher personal experiences, 2010). What is interesting is to know why they choose to live in such ways? The same question is from Ndinda and Adebayo (2006:87) that "in South Africa, where there is no specific policy on housing refugees, there is a tendency for refugees to congregate in certain areas of the cities rather than others". It is not clear whether this is due to their preferences or a lack of a choice.

The majority of them are afraid to reside outside the inner city due to their lack of the local language, and also, with good reason, to the fear of xenophobia attacks. During the xenophobic attacks of May 2008, foreigners residing in the townships were harassed. The Durban Refugee Centre (2002), cited in Uwabakurikiza, (2009) estimated that in 2002 there were 19 000 refugees living in the Durban Metropolitan, and 69 000 in the country as a whole. In 1999 it was reported that 14 000 had applied for political asylum in Durban since 1994. Interviews with local authority officials indicate that the number of foreigners living in Durban has escalated considerably since 1994 which is not surprising considering the new political dispensation.

3.7   PRESENT SITUATION OF ETHEKWINI METROPOLITAN MUNICIPALITY

3.7.1 DEMOGRAPHIC PERSPECTIVE

Demographically, the eThekwini Metro Area (EMA) is an amalgamation of racial and cultural diversity, with African, Indian, Coloured and European influences creating a vibrant cosmopolitan society. According to the last official statistics from the Statistics South Africa Community Survey 2007, the EMA currently has an estimated population of just over 3.46 million. The African community makes up the largest sector (68%) of the population followed by the Indian community (20%), White community (9%) and Coloured community (3%)[16]. There are an estimated 19 000 refugees who also call the city home and have contributed to its diversity and complexity.

3.7.2 SOCIAL AND ECONOMIC PERSPECTIVE

The economical and social situation of the eThekwini municipality has a huge influence to attract immigrants and refugees. The eThekwini Municipality plays a major role in the global economy as a whole, and to the South African economy in particular. In national terms, eThekwini is the third largest economic centre and accounts for 10% of South Africa's economic output[17]. The economy of the eThekwini Municipality has a strong manufacturing base and is the economic hub of KwaZulu-Natal. The Port of Durban also is a major asset to the country and a vital transport link between the economic centre of South Africa and the rest of the world. The port is the busiest in Africa and has the largest container carrying capacity. As such, the port is an important employer and source of income for the city and provides potential employment opportunities for immigrants.

3.7.3 POLITICAL PERSPECTIVE

The advent of democracy in the country has not only seen the liberation of the oppressed sectors of South African society, but it has also turned the country into a safe haven for

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[16] http://www.durban.gov.za
[17] http://devplan.kzntl.gov.za/idp_reviewed_2009

displaced people of the world to seek asylum or refugee status. The large cities of South Africa are currently facing the refugees and asylum seekers challenge as an emergency to find a solution (Manicom and Mullagee: 2010). The national and urban politic of South Africa towards refugees is well documented in the Immigration Acts 13 of 2002 and Refugee Act 130 of 1998 (Manicom and Mullagee: 2010) but when it comes to implementation that is another story.

On one hand, the immigration Acts provide for the regulation of *admission* of foreigners to, their residence in and their *departure* from the *Republic* and for matters connected therewith. On the other hand, the Refugees Act No. 130 of 1998 contains the general rights of refugees, and their responsibilities as integrated members of the host community (Government Gazette, 1998: 18-20). The Refugee Act also ensures that refugees are entitled to seek employment, and are entitled to the same basic health services and basic primary education as that of citizens of South Africa.

Further, it declares that refugees are entitled to, amongst other things, full legal protection, including the rights set out in Chapter Two, *the Bill of Rights,* of the Constitution of South Africa, with the exception of, for example, political rights that only apply to citizens such as the right to vote that excludes refugees and asylum seekers from participating in the election process.

The experiences of migrants and refugees in Durban as well as others parts of South Africa shows that this category of people is a political hidden community in certain corners of the cities, and it become invisible on planning development of the city. At this time South Africa as a whole does not have a clear strategy to distinguish between immigrants and genuine refugees, and the issue of integration of refugees will remain a challenge to the local municipalities. All Local municipalities including eThekwini Metropolitan Municipality have adopted an Integrated Development Plan (IDP), as a tool to guide planning. The eThekwini Municipality, in its Vision Statement, has the aim that:

"By 2020 the eThekwini Municipality will enjoy the reputation of being Africa's most liveable city, where all citizens live in harmony. This vision will be achieved by growing its economy and meeting people's needs so that all citizens enjoy a high quality of life with equal opportunities, in a city that they are truly proud of."[18]

The question behind the present vision is to know the place of refugees in the implementation of this vision, and to what extent refugees are integrated with this vision? In the same context, from the current place those Great region refugees occupied, what should be done by refugees and by municipality to be fully integrated in the process.

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[18]   www.durban.gov.za

Figure 6: **Locality Map of Refugees in Durban City**

LOCALITY MAP OF REFUGEES IN DURBAN

Windermere
Greyville
Old Fort
N

Musgrave
Warwick
South Beach
INDIAN OCEAN

Durban CBD
Durban Beach

Legend
roads
SUB-PLACE
STUDY AREA
DURBAN: LOCATION OF REFUGEES

Esplanade

Albert Park

Congella
Point

Durban Habour

0   205   410   820 Kilometers

Bayhead
Island View

SOURCE:ETHEKWINI GIS- MODIFIED BY S. RWANDARUGALI UKZN/MTRP 2010
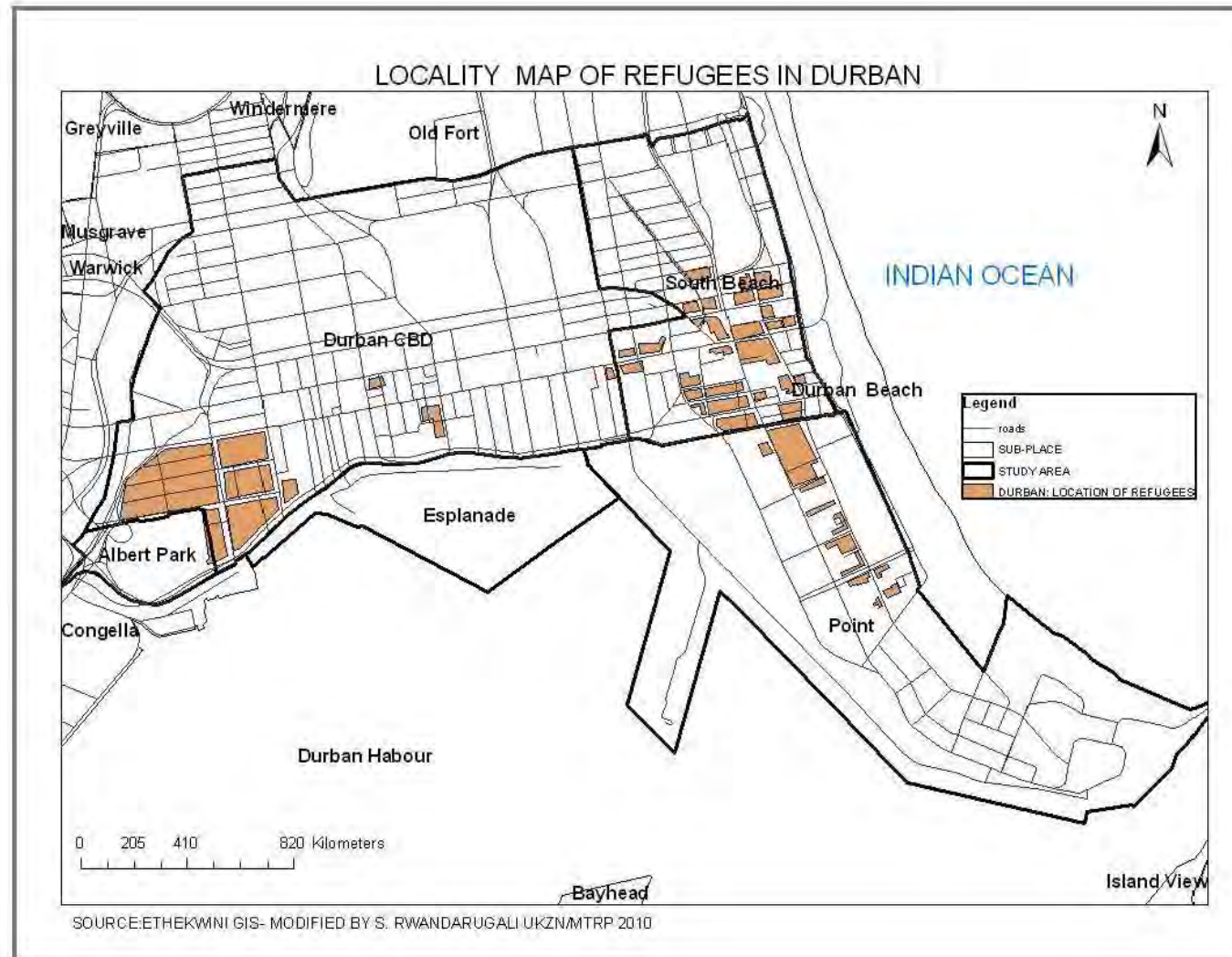
Figure 7:   Orthophoto Durban Locality Map

3.7.4 ECONOMIC, SOCIAL AND CULTURAL ACTIVITIES

While many African migrants are initially driven to South Africa and to the eThekwini municipality due to political unrest in their own countries, i.e., refugees, economic prospects, together with the better life that this is perceived to bring, is clearly a major 'pull factor' for these people. Many, of course, are attracted here because of the economic opportunities rather

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than being driven from their own countries by political turmoil. The relatively good health and education services available in this country are also an attraction.

The Durban Metropolitan, being at the Southern tip of the continent, is probably a more attractive destination for African foreigners than most other urban areas in South Africa. One would not expect foreigners with the Zulu language barrier to find the way down to Durban very easily. However, the presence of a port and the opportunity of finding informal work, such as car guards and informal business, would obviously be appealing to many potential refugees. As mentioned in previous chapters, the reasons for refugees choosing Durban as a final destination are mainly that the city has more opportunities, is safer and has a more friendly population than other South African cities. Furthermore, networks play a crucial part in the decision to come to Durban. Many have friends or family already living in the city, making it easier for them to start a business or make a living otherwise (Gee, Lervik and Holst, 2010). A number of refugees are to be found in the Point Road but these are persons looking for cheaper accommodation, and to feel more secure with predominantly foreigners, or living closer to their friends from same country.

3.8   CONCLUSION

This chapter presented an overview of the case study. The study is a qualitative case study focusing on the Great Lakes Region refugees (Rwanda, Burundi, DRC, Uganda and Tanzania) living in Durban Metropolitan. The study area was chosen because the majority of Refugees and Asylum seekers, including the researcher, live and work in this area. Their living conditions are a critical issue. Due to the lack of appropriate papers required by the Estate Agencies, lack of finance and language, the majority of them are concentrated in the old flats of Durban's Point Road and Albert Park areas, closer to their friends and other immigrants and help each other through social and capital networks. One would not expect foreigners with a Zulu language barrier to find the way down to Durban very easy. However, the presence of a port and the opportunity of a finding informal work such car guards and informal business, would obviously

be appealing to many potential refugees. The living situation is usually accompanied by a high level of group support or social capital.

CHAPTER FOUR: METHODOLOGY

4.0   INTRODUCTION

The purpose of this chapter is to discuss the research methodology that will be used to achieve the objectives of this study. This research aims to understand how Great Lakes Region refugees have found a place and settled in Durban Metropolitan, and to what extent the policies of the eThekwini Municipality provide for their integration through the integrated development planning process. To access to this information, a qualitative method has been used to collect data through interviews and the interpretative-descriptive research approach was used for data analysis. Refugees and stakeholders were contacted and interviewed. The research design, population, sampling methods, data collection and analysis, ethical consideration, and limitations will be outlined in this section.

4.1   RESEARCH DESIGN

The research design informs the research process with regards to data collection, analysis and interpretation. This research is of a qualitative nature, and its intention is to understand how Great Lakes Region refugees found a place and settled in Durban Metropolitan. It also analyses the extent to which the policies of eThekwini Municipality provide for their integration.   In qualitative method, researchers are involved in-depth understanding of human behaviour and the reasons that govern that human behaviour; data was collected in the form of written or spoken language, or in the form of observations, and analysed by identifying, categorising themes and describing them (Blanche, et al., 2007). In this research, qualitative data provided the researcher with the information dealing with the individual views, perceptions and opinions of refugees, government officials and various key role players involved in the assistance and integration of refugees.

The research question for this study is how refugees have found a place and settled of South Africa cities with a specific emphasis on the Durban Metropolitan City Through in-depth interviews and participant observation, the research methodology explores the life experiences

of refugees, the views from different stakeholders that deal with them. The intention is use this information to generate a set of policy guidelines that could be incorporated into integrated development planning generally and improve the integration of refugees in eThekwini IDP specifically.

4.2   RESEARCH METHODOLOGY

Research methodology refers to the tools and techniques used in the research process (World Bank, 2007). It helps and specifies how a researcher may go about practically studying whatever they believe can be known (Blanche, at all. 2007:6). The research methodology of this study commenced with a literature review to establish a base line of information and context about refugee issues, their struggles to adapt to new places and their integration around the world, and particularly in South Africa. It was important to begin the research from this departure point since it allowed the researcher to grapple with the subject and from there to hone down and create a particular focus for the research (Blanche, at all. 2007).

A schedule of interviews was prepared in June 2010 once key stakeholders and potential participants had been identified. Unlike other researchers who would have spent time preparing the ground for entry into the refugee community, this researcher by virtue of his status as a refugee, did not have to work through this process. An interview schedule has been prepared for refugees and stakeholders and then the one-on-one interviews commenced (see appendix for a copy of the interview schedule). The interview carried semi-structured, open-ended and closed-ended questions in an effort to manage the interview process and avoid the collection of irrelevant information. An allowance was made within the process of interviewing to include some unstructured questions. It was necessary to have this option in order to be able to clarify information or obtain more detail about certain aspects being explored by the research.

The contact for interview started from July until September where target refugees and stakeholders to participate in the study were contacted for appointment and interviews. The fact that the researcher is at the same time a refugee, this stage of the study was much easier because some of the refugees live in the same conditions as the researcher (coming from the

same country, living in same urban area and living with the same experiences). Interview sessions with refugees took place at their residence or work place, while stakeholder interviews only took place at their place of employment or office. Others were contacted by telephone. Stakeholders were telephonically contacted to make an appointment, and others were contacted face to face for appointments in their office.

The participants who agreed to participate were given the informed consent form to complete, clearly reminded (before the start of interviews) of the purpose of the research and their rights as voluntary participants were also explained to them. As the essence of the principle of informed consent is that human subjects of research should be allowed to agree or refuse to partake in the light of information concerning the nature and purpose of the study (Homan, 1991: 69), this process was followed to ensure that the researcher was not being insensitive to their interests and rights. No one was compelled to take part in the interview process. This research has focused on a group that presents a particular management challenge to the city, namely refugees living and working in informal residence of the inner-city. Having personally lived and worked with refugees, this has been another form of immersion into and a direct observer of the refugees in Durban.

4.3   SAMPLING AND SAMPLING METHODS

The no-probability (purposive and snowball) sampling method has been used in this study. This method was chosen because there is no standard list of all Great Lakes Region refugees in eThekwini municipality. A no-probability sampling is a useful technique when the researcher does not have sufficient knowledge about the sample to undertake probability sampling and may not know how many people make up the population. Under these circumstances, the combination of no-probability sampling methods is a useful method to employ.

First, purposive sampling was undertaken to target the places where Great Lakes Region refugees live and where they are working and to target different institutions and role-players that deal with refugees. Secondly, a snowball sampling was used to select participants for

interview. Snowball sampling technique is a chain referral where members of the target population refer the researcher to other members of the target population who meet the criteria for the study (Blanche, at all. 2007).

A personal face to face interview method was applied as it allows some room for flexibility and clarification of terms that are not clear. It also allows the interviewer to ensure that the questions are answered in the appropriate manner. As the majority of Great Lakes Region refugees are of francophone background, in some cases the researcher used the French language to clarify or explain whatever was not clear or understood by participants. Having personally lived and worked with refugees, this has been another form of immersion into and a direct observation of the refugees in Durban.

In regard to the institutional and agency interviews to be held with official organizations and Non-Governmental Organisations (NGO's), the snowball simple sampling method was used as well to select the next person for interviews. This approach allows the researcher to select the next person for interviews through a referral process by the previous interviewee. The individual interviews are to be similarly undertaken through a method of personal referral. A total of nineteen (19) interviews together with three (3) community leaders were included in the targeted interview programme. An effort was made to set up interviews with the leaders of the Tanzania and Uganda community through the referral process. For the research to be representative, the choice of sample was based on location, gender, age, status, qualifications, relationship with household members and sources of income.

4.4   DATA SOURCES/COLLECTION

This section provides more detail on the data collected in the research process.

4.4.1 PRIMARY DATA

Primary data was sourced by participant observation (personal experiences) and in-depth interview. Participant observation involves becoming part of a group or organization to understand it" (Blanche, at all. 2007) and is a useful tool to explore and to get a deeper

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understanding of the living conditions of refugees (state of house, health environment, and the manner of communication between them).   The structured and no-structured face-to-face interviews with closed and open-ended questions were held with key informants of refugees and stakeholders.

Table 2:   **List of Stakeholder Interviewees**

Table of Interviewees		
Stakeholders	**Department**	**Date of Interview**
Bongumusa Zondo	Planning Policy eThekwini Municipality	16/10/2010
Mthembu (Senior Administration officer	Housing Department eThekwini Municipality	19/10/2010
Yasmin Rajal	Refugee Social Service	30/11/2010
Nise Malange	Batcenter	16/11/2010
Anonymous[19]	Refugee Pastoral Care	15/11/2010
Anonymous	KwaZulu Natal Refugee Council	15/11/2011
Anonymous	Ward 26	17/11/2011
Anonymous	Home Affairs	18/11/2010

Source: Researcher 2012

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[19]   A number of the stakeholder requested that there names were withheld to protect their identities hence they are listed as 'anonymous.'

Table 3:   **Respondents Interviews and Dates**

Respondent	Origin	Gender	Date of Interview
1	Rwanda	Male	29/11/2010
2	Rwanda	Male	29/11/2010
3	Rwanda	Female	27/11/2010
4	Rwanda	Female	29/11/2010
5	Rwanda	Male	27/11/2010
6	Burundi	Female	22/11/2010
7	Burundi	Male	29/09/2010
8	Burundi	Male	27/09/2010
9	Burundi	Female	29/11/2011
10	Burundi	Male	26/09/2010
11	DRC	Male	27/11/2010
12	DRC	Male	29/11/2010
13	DRC	Female	27/11/2010
14	DRC	Male	26/11/2012
15	DRC	Female	26/11/2010
16	Uganda	Male	29/11/2010
17	Uganda	Male	27/11/2010
18	Tanzania	Male	25/11/2010
19	Tanzania	Male	26/11/2010

Source: Researcher own interpretation, 2012

4.4.2 SECONDARY DATA

Secondary data was sourced through a comprehensive literature review including books, journal articles, relevant unpublished dissertations, United Nations Annual Reports, journals dated 2006 -2011, newspaper articles, and the careful use of the internet to identify sites that dealt with refugees. The use of journal articles provided the researcher with current knowledge, analyses and critiques of the subject matter.

4.5   DATA ANALYSIS METHODS

The data collected has been analyzed by using the interpretative-descriptive research approach. Maykut and Morehouse (1994) explain the interpretive-descriptive research as exploratory and reliant on people's words and meanings (Belenky, 1992), cited in Maykut & Morehouse, 1994. This approach to data analysis is concerned with accurately describing and interpreting what the researcher has understood as reality for the people who have participated in the study. In addition, this part of qualitative data will help to explore the similarities and differences in the responses regarding the perceptions of refugees and key role players on their integration process in municipal IDP. The part of the questionnaire with open-ended questions was analyzed by exploring the similarities and differences in the response with regards to demographic profile, and understanding and knowledge of the status and statistics on the region integration. Tables were used to summarise data such as age, occupation, education level, areas of stay and refugee legal status. To analyze the data, the researcher first transcribed the collected data. It was then analysed and grouped into categories according to similar responses, as highlighted by the above literature.

4.6   ETHICAL CONSIDERATIONS OF THE STUDY

According to Bailey (1978: 381, cited in Raniga, 2000: 44), "to be ethical means to conform to accepted professional practices as any research endeavour which uses and affects the lives of subjects raises the question of ethical standards". Indeed, ethical issues were considered during the research process in order to minimize problems which could arise there from. Before the interview, the researcher read the consent form and explained any confusing sections. Thereafter, research participants agreed to participate in the research and signed the consent

form. Given the sensitive nature of the experiences of the refugees, more emphasis was placed on the ethical aspects of the research than perhaps would be the case in a less controversial research piece.

Ethical issues such as confidentiality were considered during the research process and in the presentation of findings. The researcher made sure that research participants remained anonymous. Instead of using the research participants" names during the presentation of findings, the researcher used numbers to signify names. Confidentiality is important in order to protect the research participants from any potential harm which may result from the study. The data collected was also well secured. The participants were told that their participation was not compulsory and that they could withdraw from the research at any time if they felt uncomfortable. In addition, the purpose of the study was explained to the participants so that they would not be inhibited by fear and uncertainty regarding the research purpose. The findings were honestly and accurately reported. Participants were told that they had the right to review what the researcher reported if they wished to do so.

4.7   CONCLUSION

This chapter focused mainly to the methodology used in this study. It explains how data was collected and analyzed. The success of any research depends largely on the methodology used. Qualitative research was appropriate for this study. In-depth interviews with individuals face–to-face interview was the main method for data collection. In total nineteen refugees and nine stakeholder group representatives were interviewed during the research process[20]. Audio recordings, transcriptions and field notes were used to confirm, elaborate and fill interviews. With regards to analysis, interpretative-descriptive research approach was used and the findings have been reported accurately.

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[20]   It is noted that ideally there needs to be a minimum of thirty interviews for a quantitative survey to be undertaken successfully but the sensitivity of the research limited the scope e.g. some people were unwilling to be interviewed due to fear and trauma experienced in the journey to becoming refugees.

CHAPTER FIVE: STUDY FINDINGS AND DISCUSSIONS

5.0   INTRODUCTION

This chapter presents the findings and discussions of this study. It highlights the background information of the respondent , legal framework and its local municipal practice to refugees, social network and capital created among refugees, life experiences and the views of refugees on their integration into eThekwini municipal IDP. The second section includes the views and suggestions from the interviews with the key stakeholders acting with refugee communities in Durban city. Interviewed stakeholders include government institutions (Home Affairs, Housing and eThekwini municipal Departments); Durban Service providers, manly NGO such as MCC, Lawyers for Human Rights, Refugee Pastoral Care, Batcenter Art and culture, KZNRC and two Churches.

5.1   BACKGROUND INFORMATION OF REFUGEE RESPONDENTS

The total interviews with nineteen informant refugees were successfully completed. This group including fourteen males and five females aged between thirty (30) and forty-five (45) years old who have come from countries included in the Great Lakes Region namely: the Democratic Republic of Congo (DRC), Rwanda, Burundi, Tanzania and Uganda. Three of the group were local community leaders who hail from Rwanda, Burundi and the DRC respectively. The Ugandan community leader stays far from the city, and so an interview could not be completed with him. The majority of Tanzanians living in Durban city are dominantly economic immigrants, and no one was able to identify any representative of this community. The following table summarises the profile of the research respondents. These include the country of origin, gender, age, marital status, legal status, level of education, occupation (previous and current) and residential areas. To ensure the anonymity of the respondents, the interviewees reported below were carried out with the total promise of confidentiality and responses to questions asked are not to be written out with reference to the interviewees' names, but to the number from 1 to 19 representing their names. This approach is consistent with recording research findings of a sensitive nature.

Table 4:   **Profile of the Refugee Respondents**

Respondent	Origin	Gender	Age	Marital Status	Legal Status/Duration(yrs)	Level of Education	Previous occupation	Current Occupation	Residential Area/Street
1	Rwanda	Male	30	Single	Asylum seeker (3)	Secondary	Student	Shop sale	Point Area
2	Rwanda	Male	43	Married	Refugee(10)	Postgraduate	Bank Finance	Security Guard	South Beach
3	Rwanda	Female	40	Married	Refugee(10)	Undergraduate	H.S Teacher	Student	South Beach
4	Rwanda	Female	38	Married	Refugee(10)	Undergraduate	P.S Teacher	Street trader	Point Road
5	Rwanda	Male	45	Married	Refugee(12)	Postgraduate	Engineer	Student	Point Area
6	Burundi	Female	40	Married	Refugee(12)	Postgraduate	Social worker	Social worker	Broad Street
7	Burundi	Male	37	Married	Permanent Residence(10)	Postgraduate	Church Ministry	Student	Park Street
8	Burundi	Male	42	Married	Refugee (12)	Secondary	Teacher	Security guard	St George
9	Burundi	Female	32	Married	Asylum seeker(4)	Postgraduate	Student	Hair Saloon	Point Area
10	Burundi	Male	40	Married	Refugee(9)	Undergraduate	Formal Business	Security guard	Stanger Street
11	DRC	Male	31	Single	Asylum seeker(3)	Undergraduate	Ministry church	Student	Point Area
12	DRC	Male	35	Married	Refugee (8)	Postgraduate	School Principal	Business	CBD
13	DRC	Female	41	Married	Permanent Resident (11)	Postgraduate	Teacher	Informal Trader	Point Area
14	DRC	Male	22	Single	Asylum seeker (2)	Secondary	Student	Hair Saloon	St George Street
15	DRC	Female	42	Married	Permanent resident (11)	Secondary	Business	Informal Trader	Point area
16	Uganda	Male	38	Divorced	Refugee (8)	Undergraduate	Teacher	Traditional Haler	Umgeni Road

Respondent	Origin	Gender	Age	Marital Status	Legal Status/Duration(yrs)	Level of Education	Previous occupation	Current Occupation	Residential Area/Street
17	Uganda	Male	36	Married	Asylum seeker(4)	Secondary	Unemployed	Informal Trader	CBD
18	Tanzania	Male	30	Single	Asylum seeker(2)	Secondary	Informal business	No-occupation	CBD
19	Tanzania	Male	28	Single	Temporary resident(1)	Primary	Informal business	Informal Trader	St George

Source: Researcher own interpretation, 2010.

As presented in profile table, nineteen (19) refugees were interviewed. Of the total, 32% or (6) of them were women and 68% (13) were males. By looking at the marital status, 69 %(14) were married, 26% (5) were single, and 5% (1) and indicated that he/she was divorced. The level of education showed that the majority (12 or 63%) of the research respondents had or are in tertiary education, 6 (32%) had secondary education and only 1 (5%) had primary education. The same table continues to show that a high number 12 (63%) of respondents had more than 7 years of residence in the country, but they are still using refugee status, and no idea of when they will get permanent resident as required by the Refugees Act (No. 130 of 1998) Currently the legal requirements indicate that to qualify for 'Permanent Resident' a person must have a stayed in the country for five (5) years duration, and to achieve citizenship a person must be able to demonstrate that they have stayed in RSA for ten (10) years. The researcher used the information gathered to interrogate the current situation of Great Lakes Region refugees that are living in Durban city. By looking, for instance at the level of education, previous occupation (P.O), current occupation (C.O.) and the residence conditions (RC) as follows:

Table 5: **The Current Situation of Great Lakes Region Refugees in eThekwini**

Situation	Level of Education (P.O)		P.O		C.O		Residential Conditions	
	No	%	No	%	No	%	No	%
A	12	63	15	79	1	5	2	11
B	6	32	2	11	13	68	6	31
C	1	5	2	11	5	26	11	58
S/T	19	100	19	101	19	99	19	100

Source: Data taken by the researcher, 2010

A: stands for tertiary education (P), formal (P.O), formal (C.O), good residence conditions (C)

B: stands for secondary education (P), informal (P.O), informal (C.O) and critical residence conditions (C); and,

C: stands for primary or no education (P), not working/students (C.O) and shelter/no acceptable residence conditions (C).

Figure 8:   **Bar Graph representing the Current Situation (%) of Great Lakes Region Refugees in Durban Metropolitan**
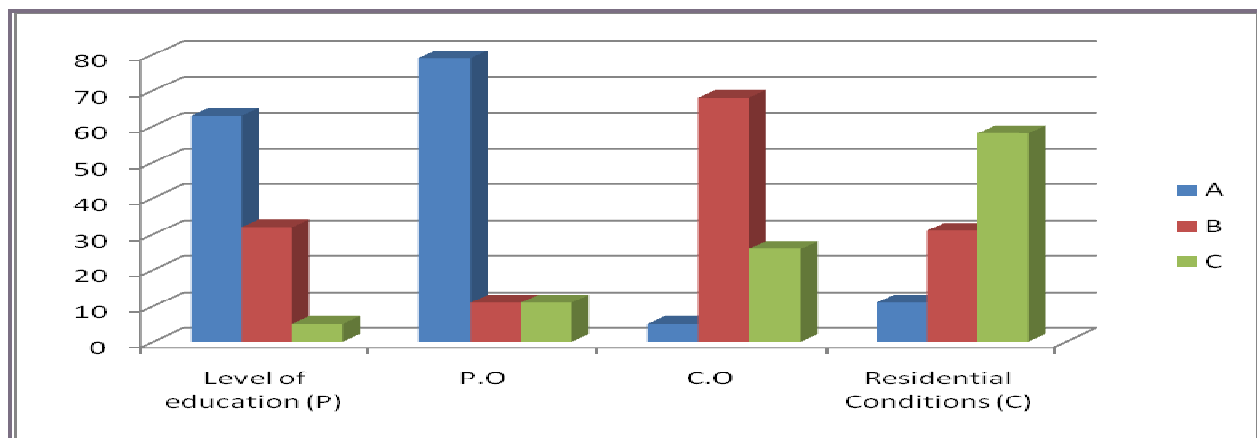
Source: Researcher's own interpretation, MTRP (2010).

As indicated by the above table and graph, the situation of Great Lakes Region is presented as follows. The majority of (12 or 63%) asylum seeker and refugees had a tertiary education when they arrived in South Africa. 32% of them had secondary education, and 5% had primary education. In the same context by looking at occupation, the majority (15 or 79%) of them had formal jobs in their countries of origin.   11% were working in informal sector (jobs or business) while 11% were not employed or were registered as students. These results are inversely proportional to what happens to refugees when they arrive in Durban and try to re-establish themselves. The interview results show that the majority of the participants (13 or 68%) of asylum seekers or refugees are working in the informal sector, with only 5% managing to find work in the formal sector of the economy. Approximately 26% are students or are unemployed.

The analysis also touched superficially on the living conditions of asylum seekers and refugees in Durban metropolitan. All the research respondents stay in flats but it is not easy to show that they are stay in informal or formal residences since the inner city areas are different from the township where a clear distinction can be made regarding a building type and tenure arrangements. What this study attempted to show is the state and the living conditions of the buildings where the refugees stay. The majority (11 or 58%) of research respondents stay in buildings that show clear indications of being run down or dilapidated and in unacceptable conditions of health and safety (They are characterised as being dirty, insecure, and probably not deemed fit for habitation. Some probably would qualify as slums)[21]. Only 11% stay in acceptable conditions (good conditions and secure, but these buildings are in demand and therefore difficult to get into). The rest of the respondents (31%) stay in buildings that are acceptable but are not desirable (where there is a level of overcrowding, there is limited security, but the buildings are old).

5.2   SOUTH AFRICAN LEGAL FRAMEWORK FOR REFUGEES AND ITS APPLICABILITY FOR LOCAL MUNICIPALITIES

In the course of this research, South African legislation and protocols related to the status of refugees has been considered. Consideration of international law including the United Nations (UN) 1951 Convention and the 1967 Protocol Relating to the Status of Refugees, the 1969 Organization for African Unity (OAU) Convention Governing Specific aspects of Refugee Problems in Africa and the Refugees Act (Act 130 of 1998). In addition, municipal statutes, laws related to labour planning and housing have briefly been alluded to where they have relevance to the research. These international conventions require South Africa to formally recognize and provide protection to refugees. The Refugees Act (No 130 of 1998) became effective in 2000 and continues to be the country's primary piece of legislation related to the position of asylum seekers and refugees in South Africa (Kleinsmidt and Manicom, 2010).

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[21]   Subjective observations made by the interviewees and confirmed by the researcher's own experience.

Interestingly, according to the findings, the majority of the research respondents (95%) indicate that they know their general rights in regard to their status as refugees. They have a clear idea of what constitutes, or is the international classification of a refugee, namely that it is any person who has a fear of ethnic oppression and insecurity and has to leave their country of origin and to go and seek security in any other country in the world. They are also aware that host countries have certain legal obligations to assist them. Through interviewing the research participants, it was established that they were not sure of the specifics and details of these rights and obligations, and how are applied in eThekwini municipality. Only 6 (32%) of the respondents indicated that they know the existence of the international convention and protocol on refugee status and Republic of South African Refugee Act (No. 130 of 1998), but the rest, 13 (68%) of the respondents, know nothing in detail. Five (26%) out of 19 respondents have had a chance (to read the Republic of South African Refugee Act (Act 130 of 1998), while the rest (12 or 63%) have some knowledge of it in that they have heard about it, but they indicated that they have not read it.

Many of the respondents (79%) state that the Republic of South Africa government has a good legal framework in respect of refugees, but the implementation thereof might be a problem. According to them, if Republic of South Africa government cannot respect the rights of asylum seekers and refugees as agreed and in UN international conventions and protocol on refugee status, it would be better for the government to categorically reject all their applications, or indicate that they should settle them in other third world countries. The perception is that they are allowed in and then alienated in many ways. As one the research respondents stated:

'I know everything is in place for the Republic of South Africa government to receive, accommodate and integrate refugees. The government of Republic of South Africa accepted and signed international conventions and protocols relating to refugee's status; and the Refugee Act (Act 130 of 1998) states everything regarding rights and responsibilities of refugees in South Africa. The UNHCR is officially operating in the country, but in hiding office - I do not why! Only the UNHCR Head office is available in Pretoria. In other regions, it is not easy to find UNHCR

regional office, like in Durban; they work through Lawyer for Human Rights office of with RSS. It is really difficult to find them. There is no direct assistance from them, what I saw it is only the regular meetings to encourage refugees to go back home. When I look to what is going on here in South Africa, where I stay more than eight (8) years without a proper document, I always question why the rights and responsibilities of refugees could not be respected? Why I always have an issue of expire ID or to hold a document that are rejected in many institutions. If there is no place for refugees in South Africa, then why is the RSA government not be categorical and accept to settle them in the third countries' (Interview with Anonymous 12, 29/11/2010).

Although in principle there is a legal framework to protect and assimilate refugees in Republic of South Africa, there is a definite disjuncture between the theory and practice of the law through the implementation of the Refugee Act. Refugees have been struggling to acquire the necessary documents required by many South Africa institutions, like Banks, and consequently some have not been able to access services such as opening a bank account, because of the lack of the relevant ID documents. The law does not seem to be an impediment but the conditions under which the law is applied, seems to be a serious obstacle. One wonders if this legal framework is obsolete or it is just a lack of political will to implement the law. Contrary to what the national Constitution says: that after being accepted as an asylum seeker, an applicant should have refugee status after two years, and permanent residence after 5 years, with citizenship after 10 years. However, this is not the case in practise. More than 70% of the research respondents indicated that they are still using their refugee status, but many of them have been resident in the country for more than twelve (12) years. Judging from the above table let us consider what is happening to the Great Lakes Region refugees in the eThekwini municipality.

5.2.1 LEGAL STATUS

The table below indicates the current legal status of the respondents that were interviewed for this dissertation.

Table 6:   **Legal Status of Refugees**

Legal status	Number of Respondents	Percentage %
Asylum seeker	6	32
Refugee	9	47
Permanent Resident	2	11
Total	19	100

Source: Research's own interpretation, MTRP (2010)

The majority of the research respondents hold refugees status (9 or 47%) and have more than 7 years of residence. Basically, at this stage, they should have permanent resident status, but with the delay in processing their applications at the Department of Home Affairs, they are still awaiting the outcome and no indication of when this will be issued. According to the above table, only 2 (11%) hold permanent resident permits, and the rest of the respondents, 32%, have only been granted temporary residence permits.

While South Africa has a comprehensive piece of legislation in terms of which to receive, accommodate and integrate refugees as required by UN 1951 international convention and 1967 protocol, many research respondents (68%) indicate that there may be a hidden political agenda on how refugees are legally treated in South Africa. According to one of the respondents:

'It is almost 12 years since 1999 that I am here in this country, hardily I got my refugee status after 4 years, and I am still using it together with a simple maroon refugee Identity document, both renewable after 2 years and untitled that I have rights to work and to study . When I go in some office, especially regarding finance or employment opportunity that require identification and to meet face to face with the officers; to come back home with a good answer depend to my to my lucky day, or a kind person that is willing to assist anybody that is coming in that office. These are the few who have a heart of help and are interested in understanding and to helping asylum seekers and refugee. They look on my documents that I present and send me back by saying that we do not know these documents, where for some they call its 'funny ID or stranger document. For others, they do not even want to look on the papers that I have, the first question is to ask whether I am a citizen or foreigner. If the answer is no, then there is no choice, you simply have to work out that we do not assist foreigners here in this office, and my wonder was to know whether these institutions have received the clear instructions on the value and use of refugee documents; or they have a hidden politically agenda to ignore it' (Interview with Respondent 5, 27/11/2010).

Documentation is the main issue that alienates the rights of refugees in RSA. By using the example of refugee status and an ID book, most respondents explain that they cannot understand why the Department of Home Affairs issues documents that are barely recognized and accepted by many institutions like banks or labour force companies. The RSA government knows that from both from the perspective of financial and other institutions and the refugee's standpoint, that these documents do not make it easy for them to navigate the institutional maze that requires the ID document as a first stage entry point. Yet little is being done to improve or to change the situation. One of the respondents states that:

"It is hard for me to understand why refugee documents issued are a big issue in this country. I remember when I received my maroon refugee ID, I was under pressure to access the financial aid for my studies at university, but unfortunately my ID only had two (2) weeks time left in it

before it expired, and I could not get funding because of that problem.” (Interview with Respondent 11:27/11/2010).

When asked if they found the Department of Home Affairs helpful in providing such documents, almost all respondents said that they definitely do not find the DHA or the documents to be helpful. Two of the respondents suggested that these documents are helpful in assisting with the access to primary and secondary education. Access to tertiary educational institutions or access to financial services was a more complex matter because access to services like financial loans, or social grants requires more than simply refugee status. As one stated:

'It is nice and important to have a valid refugee status, but you cannot feel nice when you need financial assistance, and the one to assist you is telling you that your documents are useless, or that you are not qualified to apply. Like for students who find the opportunities to apply for scholarship, the first condition is to have a green ID book, and you are straightway disqualified. Secondary, there are some competitions where there is the requirement of valid ID, and you cannot enter the completion because you have valid refugee status, but you have expired ID, and all consequences are the causes of DHA that issue in disorganized way' (Interview with Respondent 14:26/11/2010).

Importantly, according to CRMSA report (2007), in South Africa, control and management of migration is a national government competence, and management and support of the refugees is largely a local government competence. This makes it more difficult for refugees to achieve integration at the local municipal level. There is little information from the national sphere of governance on what policies and resources are available at municipal level to assist asylum seekers and refugees. Demographic sector plans prepared for the municipal IDP do not specifically consider refugees as a separate category requiring assistance. From the interview process, it has been established that the majority of respondents indicate that they do not know anything about municipality policies.

5.2.2 REPUBLIC OF SOUTH AFRICA - LEGAL FRAMEWORK FOR REFUGEES AND ITS LOCAL MUNICIPAL APPLICATION

The majority of the respondents do not think that the refugee status is helpful for them and, in some instances, it is perceived as a hindrance in accessing certain facilities and services. The documents issued by the Home Affairs to refugees are not necessarily accepted by some municipal department officials that are in charge of delivering services. For instance, asylum seekers and refugees are among the vulnerable people like other poor local citizens in the country, but they cannot stand in the same queue as other vulnerable groups e.g. female citizens to get, for example child grants, just because they do not have a green ID, or because the documents they have are not accepted.

All respondents (100%) indicate that they do not know their local councillor. They believe that even if they do not have right to vote, they should at least be called in to regular meetings with councillors on various issues such as the provision of services and how they can contribute to the development programs of the eThekwini municipality. Except for some people involved in business, only 42% out of 68% of respondents are involved in informal businesses and they said that they had had an opportunity to see or meet with municipal business authorities. These occasions occurred in relation to chasing them away from the illegal trader stands, or during some casual meeting at a flee market where traders were allowed. (See table number 10).

It is significant that community leaders said that they only had opportunities to have meetings with municipal authorities during the 2008 xenophobia attacks and during the preparation of the annual refugee day commemoration. This annual event did not take place in 2010, nor did the municipality celebrate refugee day. All the respondents asked the researcher to what extent he was aware of municipal policies that are used to assist asylum seekers and refugees. They continued to ask why economic immigrants and refugees cannot be considered and treated differently. During the interview with the research participants, many mentioned the issue that some municipal departments are not interested in the problems of asylum seekers and refugees and dismiss them by saying that the municipal department does not deal with the

legal status of refugees, but that they only deal with issues of the provision facilities and services.

It is to be expected that the research has shown that only a few asylum seekers and refugees know their rights and responsibilities because not everyone knows how to access information like Republic of South Africa National Constitution, or are able to understand its legal content. However, this information can be easily accessed from Lawyers for Human Right Offices, or from some Durban Services provider offices. One of the objectives of this research is to investigate what international protocols and conventions inform the national framework, and particularly the eThekwini municipality, for the integration of refugees in South Africa. Notably little information regarding rights and responsibilities was uncovered through the interview process with the research respondents. The research findings confirmed the general lack of knowledge about critical legal aspects affecting refugees. They are simply not able to access such information either because they do not know where to go to find it or, when they do ask for help, are just dismissed by local officials.

5.3 Social and Capital Networks created amongst Refugees

The process of social networks and social capital are important factors that helped the researcher to understand the real living conditions of the Great Lakes Region refugees who live in the Durban Metropolitan. In this context, it helped the researcher to understand their everyday living experiences within the City.

The majority of respondents (95%) were clear and happy about the importance of social networking and social capital amongst themselves, particularly as newcomers. The majority of respondents stated that; *"the social network was and still is important for us since the time we arrived here regarding accommodation and introduction to the life of Durban cities"* (interview with Respondent 11, 27/11/ 2010). Many respondents indicated that without social networking and social capital, life in Durban city would stop for them. They consider social networking as a kind of service provision network created among refugees, because they receive no other

formal assistance, especially when they are new in the city. Since their arrival in the new environment of Durban, it helps them to get a moral support, know the directions, where to find offices, or the ways to access accommodation and other survival strategies in general. As one of the respondent stated:

"When I arrived here in Durban, I was robbed of everything at the South African border, and I did not even have money for transport. But I believed to reach to Durban through my friends that were already living there. One of my friend who was sent me the information to come to South Africa; I has the full details of his physical address. I decide to in the taxi and I was not aware of anything about crime, and I promised the driver to pay him when I will reaches there. I gave the driver the phone number of my friend, he phoned him to make sure that when we will arrive there, the driver will get his money for transport. It is how I get my first fruit of social network in South Africa" (Interview with Respondent 2, 29/11/ 2010).

In investigating the linkage between access to accommodation and social networks, this study has found that there is a strong solidarity amongst asylum seekers and refugees. Most of the respondents indicated that to find accommodation for the first time, you have to have a connection with a friend either from the same country, or just another refugee with whom you have an identity, e.g. you speak the same language. Five percent of respondents indicated that social networking amongst the refugee community is highly successful in the first period of asylum when you are brand new to many things. There is no choice. A refugee has to establish connectivity within a community of friends or with those of a shared identity, especially when one is a newcomer to the area. At a later stage, the dynamics of the social network change and take on a different dynamic.

At this stage, you need to be either helped by a local or another refugee, depending on what kind of service one is looking for. For instance, when *"I was looking for my job, I used my local friend to give you more information on the job, because most job advertisings are published in local languages like isiZulu"* (interview with Respondent 6, 22/11/ 2010). Respondents who

were parents indicated that living in inclusive neighbourhoods helped them to develop social networks as well with local citizens. These contacts then assisted them to access services and other resources, especially for their children and when it came to sharing places to play. They formed friendships with neighbours whom they visited in their homes and sought social interaction with through local community centres and religious institutions.

5.4   REFUGEES' EXPERIENCES AND THEIR LIVELIHOOD STRATEGIES

There is great variety in the experiences of Great Lakes Region refugees living in Durban, due to disparities in their livelihood strategies. Their spatial, socio-economic and cultural experiences will be discussed below.

5.4.1   SPATIAL EXPERIENCES

Through interviewing the research participants, the majority of them revealed that when they arrived as refugees in South Africa, they found it different to what they had expected it to be. They were expecting to find that accommodation was easy to access and free and similar to that provided in other refugees camps in many African countries. They expected to find that accommodation would be readily available in a number of locations in the city. On first arriving in the city of Durban, refugees found themselves confronted by the high rise buildings of the city which differed vastly to those in the small towns of their home countries. For refugees who come from rural areas, the first impact of the cityscape must be intimidating or even frightening. Secondly, refugees battle to find easily accessible places to stay. Some indicated that they chose to stay at the clinic outside on the plaza, and others stayed on the beach. One respondent related their experience as follows:

"I could not find easy a place to stay for my first time because I did know anybody in Durban. What I was aware of from the map on the internet; it was the information regarding how to arrive to Durban city. When I arrived there, I was lost, and I could not find easy way to go. After to spend many hours, working around from Durban station where the bus dropped me off, I found myself near the building called 'Workshop' and. I decided to take my small bag in the back, to go and stay outside of any closer clinic. After that I asked a person that I saw working in the road, how to reach to clinic. I had no other choice,

and I was scaring to go to the police because I had no papers. She gave me directions to reach Addington Hospital from workshop. I did not know anything about crime. I was walking this short distance with long hours because I did not know the place, but I end up by arriving there. Early in the morning, I was happy to see the sunrise, but with fear and trembling about what might happen to me. At that time I was thinking about what to do next, I saw two people coming to the hospital, looking similar to the people from my nation, and I approached to them. I found that we spoke the same language 'Swahili'. I told them the whole story and they took me home to the Point Road area. After two days, I found that many people that I knew are staying in the same area. (Respondent 1, 29/11/2010)

Where you stay is determined by elements such as the neighbourhood, your best friend and their living capacities. The majority (42%) of the refugees, according to the findings below, indicated that they chose to stay in the Point area, not because of their own choice, but because of the many different factors related to social capital networks such as presence of family, kinship, moral security, and friendship, financial support, closer to many social and economic opportunities and key social facilities such as Addington Primary School and Hospital.

5.4.2.1 Physical Arrangements

Table 7: Spatial location of Great Lakes Region refugees in Durban City

Area of Residence	Number of Respondent	Percentage %
Point Area/South Beach	8	42
CBD	4	21
Albert Park/St George	6	32
Out inner-city	1	5
Total	19	100

Source: Research's own interpretation, MTRP (2010).

Figure 9: Locality map of refugees living in Durban Inner-City

LOCALITY MAP OF REFUGEES IN DURBAN

SOURCE:ETHEKWINI GIS- MODIFIED BY S. RWANDARUGALI UKZN/MTRP 2010
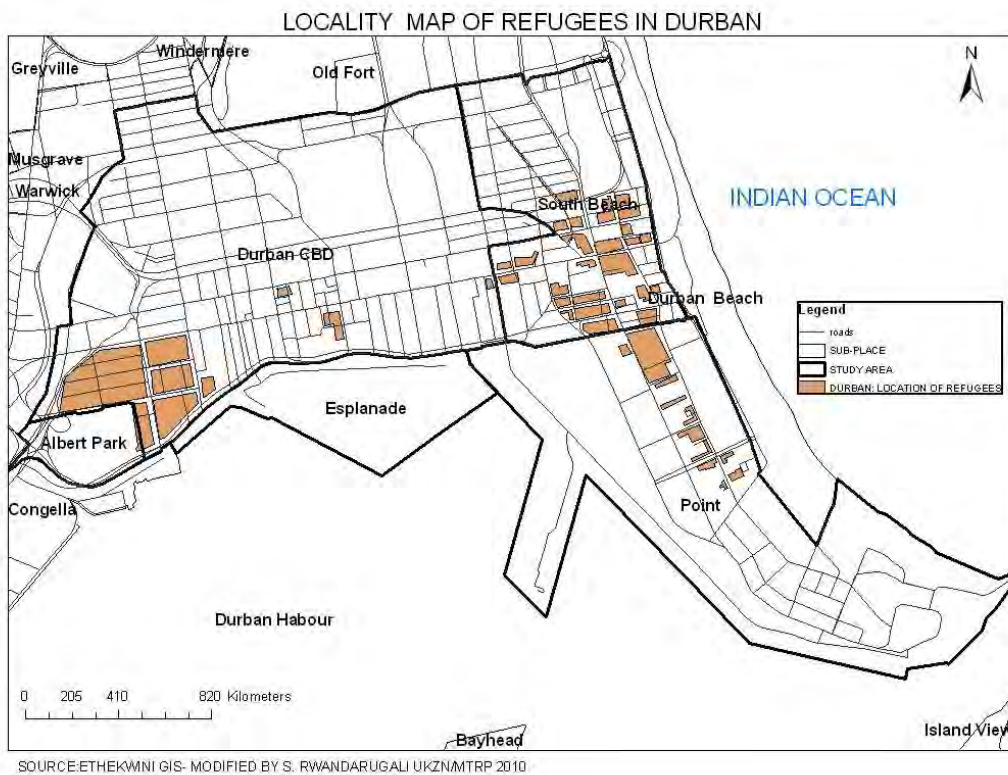
According to the above Table 4 and Figure 6, 74% (8) of respondents stay in the dilapidated areas of the Point and St George's Street, 21% in Durban Central Business District (CBD) and only 5% of respondents stay outside the central part of the city, in Umbilo. The findings from interviews indicated that the majority of asylum seekers and refugees stay in these dilapidated areas because they feel more socially comfortable and secure, and they spend less on transportation (closer to Addington Primary School or Hospital). As indicated by some of the respondents, to stay in these areas is much easier. For instance, as stated by the Respondent 4, 29/11/2010):

"Except for the terrible conditions of this flat, even yourself you know it is good for us refugees to stay in this point area, because it is cheap and secure and I am closer to same people from the same nation. Firstly, in this area, we can find an affordable flat in relation to our small finance by sharing or by individual residence, and the required papers to enter in are not all complicated, depending upon the landlord. There is no need for transport to go to the hospital (Addington) or for my kids to go to school (Addington). Secondly, it is secure in the sense that many of my neighbours are also foreigners and we are able to speak same language (French and Swahili. When I call for assistance, I find that my friends can easily assist me. Furthermore, it is important for our security because it is closer to the tourism area (beach front) where police service is patrolling all the time."

5.4.2.2   Physical conditions of infrastructure and Services

From the table below, it can be seen that the majority of respondents (11 or 58%) stay in old flats with terrible internal and external conditions.

Table 8:   Physical Conditions of Infrastructure

State of Infrastructure	Respondents Numbers	Number of Respondents	Percentage %
Critical (bad) condition	1, 2, 4, 5, 8, 13,15, 16, 17, 18, 19	11	58
Medium conditions	3,7, 9,10,11, 14	6	31
Good conditions	6, 12	2	11
Total	19	19	100

Source: Research Data 2011

31% stay in buildings of medium quality, and only 11% stay in buildings of good condition. The researcher's own observations indicate that the majority of the buildings where the refugees stay are dirty, have an unclean environment, are smell bad and are probably waiting to be renovated or demolished. These flats are concentrated in the areas of Mahatma Ghandi Road (formerly Point Road) and the St George's Street area. These buildings are not really pleasant places to live in. It is difficult to know whether the Health Department and Department of Housing are aware of the dire state of some of refugee's residential accommodation.

Some inner city buildings have no access to water and electricity and tenants have to make arrangements with their neighbours to get water through social networks. In many cases a large number of residents share the same accommodation, Instances of sub-letting are common. In these cases where one flat is shared by up to ten (10) people, only one person is in contact with the owner of the unit. This intermediary is the person who collects, negotiates and is responsible for rents. The rest depend on him/her and they do not know who the landlord or the owner of the flat is. Similarly there is an indication that the landlord does not know, or chooses not to know, how many people are staying in the unit that he/she owns. This issue of subletting is part of the social networking related to accommodation for refugees but also

points to a dire need for social housing provision and the opportunity to avoid exploitation of refugees in need of accommodation.

Plate 1:   **Photo of One of Refugee's Places of Residence**

Source: Taken by researcher, 2010

Regarding the question of whether they wished to continue staying in these places, 58% of the respondents stated that they felt that they had no choice or opportunity to move to another location and cited a lack of money and proper documentation to look for good quality accommodation**.** 15% respondents said that they would like to move, and go and stay on a farm where they can access agricultural opportunities, or stay in another place where they can access facilities and services. One of the respondents stated that:

"I have lived here in this Ark Royal flat since 2009, and it is now about 3 years. Before I came to stay in this flat, I tried to look for a place to stay but many Estate Agencies and individual landlords refused for the simple reason that I do not have a green ID book. There was also the factor that I had a big family that could not fit in the flat which I was looking for, and so I end up coming to stay here. I was just called by one of my friends from Burundi. As you can see, we are 5 members (my husband, and 3 children), all in this single room because the rest side of the flat

is occupied by other people who are sharing it. I believe that if I moved from here, it will be difficult for me to get another place or a flat to stay because I am still using a temporary refugee permit. I have no ID and no money to find a good flat. Now it's okay except for the terrible conditions of the whole building. There is no other choice. I must continue to stay here, because it is cheaper and has less rules and regulations. It is good to see that I can keep all my family members here without many rules and regulations (Interview with Respondent 9: 29/1/2010).

5.3 SOCIO-ECONOMIC AND CULTURAL EXPERIENCES

Through the research and the interviews with the respondents, it has been established that most of Durban asylum seekers and refugees live in miserable conditions:-

"They do not receive satisfactory assistance from either the government or non-governmental organizations. They are also accused by local citizens of causing socio-economic problems, such as unemployment, crime, drug related problems" (Respondent 7: 29/09/ 2010). The study will now consider the issue of economic opportunities, what occupations refugees have managed to find, and their access to social and cultural places. Access to and negotiation of the city takes place on a number of levels and it is necessary to consider all of them in order to ascertain the socio-economic networks built up and accessed by refugees as part of their urban survival strategies.

5.3.1 ECONOMIC EXPERIENCES

When it comes to economic experiences, asylum seekers and refugees in South Africa, have specific experiences regarding opportunities for formal employment and occupations and access to bank accounts and financial assistance. Despite the fact that the Refugee Act (130 of 1998) makes provision for refugees and asylum seekers to work and study, in practice they are largely excluded. Some respondent likened it to a hidden clause in the Act which by virtue of their status makes it almost impossible for 'asylum seekers and refugees to work in the formal sector'. This group of people, and the majority of immigrants as a whole, are the last to be considered when job opportunities are present. They have difficulties to open bank accounts or

get a loan. The majority of research participants (95%) indicated that refugees are excluded from work places, and from other financial institutions. For instance, 89% of respondents state that they have experienced difficultly in opening a saving account at a financial institution. Of the 19 interviewed, 11% have tried to open an account, but they could not because although they had valid refugee status their ID had expired. In such situations there is not much that can be done in the formal system to provide financial assistance.

When it comes to occupation, it is not easy to get a job if you are a refugee and do not have a recognized South African qualification. Even in cases where the qualification is present, it is not easy to get a job. "*I know many refugees who have South African qualifications, but still they do not have a job. This is discouraging for those who can further their studies*" (Respondent 4, 29/11/2010). The table below has been complied from the research interviews and provides an overview of the status of current levels of occupation amongst the respondent group in Durban:

Table 9:   Occupation of Refugees in Durban

Occupation	Number of Respondents	Percentages %
Formal job/business	1	5
Informal job/business	13	68
Study	4	21
No - occupation	1	5
Total	19	100

Source: Research's own interpretation, MTRP (2010)

The majority of respondents indicated that they are working and doing business in the informal sector (13 or 68%). Only 1 interviewee is working in the formal sector, and 1 respondent had no

occupation. The rest of the respondents are students (4 or 21%). Only 5% of respondents work in the formal sector, whilst around 63% of respondents have a tertiary education. What does this table tell you? What is the sense of place for refugees to access economic opportunities? What is the logic behind this? There are high levels of education, but low levels of formal jobs or occupation? This resource remains hidden in the poor residential areas of the city – the Point and St George's Street. It is a moot point as to when an opportunity will come about to allow it to be recognized and explored by local government? It is ironic that in a situation where there are shortages of skilled people in various sectors of the economy, hidden resources are available but unused because of the status of the person, e.g. that they carry the refugee or asylum seeker category.

As already mentioned, financial constraints, especially a lack of job opportunities amongst the asylum seekers and refugees in Durban is a critical issue. The job of car guarding, operating a hair salon and informal garage are the main occupations or places that refugee communities in Durban have managed to negotiate economic opportunities for themselves. However these are not sustainable long term options and do not engender a prosperous future. As one of the respondents indicated: *"what I am doing does not allow me to keep money for other things; it is for my everyday living, not money for my future. Searching and find a job in place, different from car guard, is not easy because I am not a citizen, and there is no hope that you can get one"* (Interview with Respondent 10, 26/11/2010).

Plates 11 and 12:   Some of the Occupations of Refugees in Durban

Refugees have negotiated opportunities for themselves to work as car guards because there is less competition with local citizens, fewer documents to present, and requires no training and they are basically self-employed (Ballard and Amisi, 2005). It is possible to make good money via donations or at least sufficient to cover your key payments and all living costs at the end of the month. Respondents perceive working as car guards as a very dangerous occupation and regard pregnant women as being a particularly vulnerable group in this line of work.

5.3.2 SOCIAL AND CULTURAL EXPERIENCES

Through interviewing the research participants, all respondents (100%) acknowledged that they had access to health and education services. They indicated that even if one has to stand in long queues and wait, you are on an equal footing with poor South Africans, and at least you get some medication. One of the respondents said that the main problem in some of the clinics is getting poor assistance because of poor communication, especially when you do not speak isiZulu, and there is no interpreter is available. In these cases communication is achieved just with signs.

Another issue mentioned by many research participants is the lack of information regarding social assistance, such as child social grants, or pensions. Two of the respondents indicated that

they can access all this information through the (Mennonite Central Committee (MCC) and the rest of participants - 17 in total - said that they do not know anything about social grants. This lack of knowledge is captured in a quote as follows:-

"When I always pass to some Durban supermarkets at the end of the month, and see many women stand on queue, waiting to collect child grant, but I was thinking that it is reserved only for women citizens, not for refugees, and up today, I could not get clear information" (Respondent 9, 29/11/2010).

Ten of the research participants acknowledged receiving assistance from Refugee Social Services, previously known as MCC (Mennonite Central Committee: Refugees Project). For example, the research participants mentioned that they have been assisted with contributions towards rental for one month or more, for transport for school-going children and for crèche fees for their children: Without the assistance from Refugee Social Services, it is hard to survive, especially if you are still a newcomer to Durban. The main drawback is the duration of assistance; it is not permanent assistance, and is a problem if you do not have any other source of income.

This area of social assistance was not extensively explored by the researcher because of time constraints, but there is a need for further research in this area to know who qualifies for NGO social assistance, or governmental social grants, and what type of documentation is needed to access these resources. According to the research respondents, education is the area where they believe inclusion was taking place. Schooling from Pre-School to High school is open to all, including asylum seekers and refugees, except some private Primary and High Schools where, if you are not a citizen, you cannot participate. When it comes to university, a green bar coded ID is a necessary requirement to qualify for a scholarship. With a maroon ID and refugee status, asylum seekers and refugees can get access to tertiary education, but with limited financial assistance. The curriculum is the same, and all didactic material is open for everybody to use on an equal footing.

Culture is another area where integration is only taking place slowly. The eThekwini municipality is willing to accommodate cultural diversity. It intends to make Durban a multicultural city, and a liveable place for all as indicated in the eThekwini municipality 2010 vision statement. The majority of the research participants have indicated that they do not have any problems participating in cultural activities, or being allowed to have opportunities to practice their own cultural traditions. For instance, refugee day is a municipal programme each year and includes the celebration of cultural heritage. Refugees are invited along with local citizens. In addition, the eThekwini municipality has engaged in the help of refugees to commemorate and remember the independence day of their own countries.

The following images show the Rwandan and Burundian's cultural refugee dance groups during the 2009 commemoration of Great Lakes Region independence, where the Deputy Mayor of the eThekwini municipality was a key speaker. All participants believe that if there was more space for refugees to display and exchange their cultural activities, eThekwini metropolitan city could be a good example of an inclusive city and a city of multicultural diversity. The only problem behind this positive initiative is the lack of policies and programmes that can include asylum seekers and refugees in the implementation of this vision (Researcher's personal experience, 2010).

Plate3:Rwandan Cultural Dance Group   **Figure 14:   Burundian Cultural Drums**

Source: BAT Centre photographer, 2010

5.3.3 POLITICAL EXPERIENCES

What is the position of refugees according to politicians, especially their involvement in ward activities and meetings? *"I cannot vote, I have never participated I the ward meeting and I do not even know or see the councillor of this ward where I am staying"* (Interview with Respondent 3, 27/11/2010). As you can see, these are some of the responses from research participants regarding the collaboration with municipal councillors. All respondents indicated that there is little chance for asylum seekers and refugees to be heard by the city's politicians, because they are not allowed to vote. The perception is that if you cannot vote, you are completely ignored. What is important is that these people involved in the voting processes are promised more services, even if these promises do not take place. One of the respondents states that the city vision is willing to welcome and integrate refugees within local the community, but other politicians, particularly the councillors, might not be interested.

During the 2008 Xenophobia attacks, leaders from the refugee communities took part in a meeting called by the Mayor's office. Participants included some of the eThekwini municipal officials, including those councillors of the areas where the refugees stay, all Durban refugee community leaders, police services and KZ-NRC. The aim of the meeting was to discuss how the current xenophobia attacks could be contained. The meeting was chaired by the Mayor of eThekwini, Obed Mlaba, and the results were fruitful because the xenophobic attacks did not spread with the same level of ferocity as was witnessed

elsewhere in the country e.g. Gauteng and the Western Cape. *"Up to today, we are proud of what eThekwini municipality done, and we can expect more if even the councillors continue the same path. Refugees can have a place, not necessary in the vote, but in the development of eThekwini municipality"* (KZN Rwandan Refugee Community Leader's interview, 26/11/2010).

According to Gee, Lervik, and Holst (2010:21), *"Politicians have a view of informality as something bad and excusable? But the reality of the informal sector will not disappear, and can therefore not be ignored unless an alternative is provided".* The issue of foreigners, and refugees in particular, when they are legally allowed to stay in the country should be considered by planning development of the city. It would be remiss to conclude this section of the research on what place is reserved for refugees by the South Africa politicians without making reference to the Dispensation Project of Zimbabweans that are living in South Africa.

Recently, the new Dispensation Project has been implemented to address the plight of Zimbabwean immigrants and refugees in South Africa. The project, as some analysts comment, is a sign that now is the time for the government of South Africa to do something for refugees legally staying in the country. For example, according to the Director of Home Affairs, the Dispensation Project constitutes a new approach. The starting point of the project is to identify and know the exact number of economic immigrants and genuine Zimbabweans refugees that are residing in the country (SABC Morning Live News, 2010). The new project will allow the city planners to know exactly what people are in the country, what they are doing and what the government can do for them for the current and future development programmes of the country. This singular project has raised concerns amongst other refugee communities who rightly want to know:

"What about the rest of other refugees from different countries that are stay here from the first day to almost 15 years and they are still crying that they are forgotten people, and that they are no formal place for them?"

5.4   VIEWS ON THE INTEGRATION OF REFUGEES IN SOUTH AFRICAN CITIES

Various opinions were offered by the research respondents on the perceptions and life experiences of asylum seekers and refugees in regard to their integration in South Africa cities. The study was looking at understanding how the Great Lakes Region refugees found a place and settled in South Africa Cities, including in the Durban Metropolitan, and to what extent do the policies of the eThekwini Municipality provide for their integration. More specifically, the study tried to explore the views from the point of both refugees and key stakeholders regarding the place (spatial, economic, social and culture) of refugees who come to South Africa; the impact of having them in South Africa cities; what they understand by the integration process and what local municipal policies and planning strategies should be in place for the successful accommodation and integration of asylum seekers and refugees in South African cities.

5.5   THE VIEWS OF REFUGEES

One of the most significant problems today for asylum seekers and refugees living in the Republic of South Africa cities, including in Durban, is the confusion between economic immigrants and genuine refugees. The majority of Great Lakes Region refugees living in Durban Metropolitan left their countries because of political instability, particularly the genocide that took place in Rwanda in 2004, the civil war in Burundi and DRC, as well as small spots of political oppression of refugees from Uganda. All the views articulated by the participants indicated a common impression which is that the South Africa government is not interested in what is going on in other African countries. This national lack of regard has manifested itself in a language and terminology which sets refugees apart and conveys on them an 'outsider' status. The majority of South Africans call or refer to anyone from outside of the country as *'Makwerekwere'*. This term has a level of prejudice encased in it and is symptomatic of the need to define access to resources by right of birth and the exclusion of others. Generally there is little understanding about the history and journey of refugees and their travels. The notion of the impact of war or other political instability as a casual factor in the refugee's need to be here is not considered. In a country where poverty is rife and competition for resources fierce, local communities come to view foreigners or someone from outside as a threat – someone to take

their jobs, or involved in crime or exploitation of local people. There are no benefits of having refugees in local communities.

One of the suggestions from the refugee's view to is to call for the government to create a welcoming place for refugees to live in South African cities.

"The government should put in place a reception centre, not the Home Affairs office, but a place that that can play a role of welcoming and give moral support to refuges by receiving them from the point of entry, and by counselling them. In the same context, this place can accommodate different sessions of local people to lean about how to leave with others, who are them, and why they are coming in the country" (Respondent 5, 27/11/2010*)*.

The South African government should be aware that these groups of people need a new hope, a stable and warm place to live. Some of the respondents express their concerns by saying that:

"The issue of South Africa is a high political agenda because when you look to the theory and documentation on how refugees are treated in South Africa, you can say that South Africa is the number one country in the world to threat refugees very well (Respondent No 12, 2010). It is a country where no refugee camp, no formal assistance by UNHCR, and refugees are allowed to study, and to work. Anyone who can hear this cannot accept and believe any complaint to refugees in South Africa, but it is not the reality in practice, from their experiences, one can see that refugees are excluded in many ways" (Respondent 15, 26/11/2010*)*.

As has been mentioned, in the experiences of refugees, the safe place for them is in the invisible city in the informality of South Africa where it does not matter if you are educated or not. According to the research findings, all refugee participants understand the reasons why they came here by saying that:

"We came here firstly for the sake of our security. After our countries were engaged in civil wars, based on ethnic groups, some people who could not be able to escape, they lost they lives, but as I/we were able to escape, and arrive here in one of the what is considered to be an African example of a developed and democratic country after the Apartheid regime. We should not have again any security problems, like xenophobia, and begging for food and shelter. We should not be threatened according to the registration that is available in this country, and we are ready and willing to participate in the development of the country" (DRC community Leader interview, 26/11/2010).

One of the "durable solutions" promoted by UNHCR for refugees is local integration, where refugees are offered permanent asylum and integration into the host society by the host government. As set out in international refugee conventions, local integration refers to the granting of full and permanent asylum, membership and residency status, by the host government.   It takes places through a process of legal, economic, social and cultural incorporation of refugees, culminating in the offer of citizenship (Kibreab 1989: 469). Refugees with this status enjoy a range of human and civil rights, often referred to as *'refugee rights'*, which are set out in the 1951 Convention.

According to the research findings, the majority of the refugees think that South African leaders do not support integration, because it is not a comprehensive process. They question how it is possible for refugees to have to struggle with attaining the correct documentation for more than 10 years after their arrival. Only three respondents seem to think that the South African leaders are supportive of integration because they at least accept the option of temporary asylum, and they believe that local integration processes will be the next step.

Once again, as Jacobsen argued, all refugee participants agree that integration can be linked to a sense of security which occurs when the asylum seeker and refugees are not in physical danger, are able to sustain livelihoods through access to land or employment, and can support themselves and their families, are socially networked into host communities so that there is no

distinction between refugees and local communities (Hlobo, 2004). Starting from where to where? It means that they need a shelter, a spatial safe place in which to stay, but they also need access to economic relief, social and a cultural place to be able to survive in their early lives. Research participants believe that there will come a time when the government and local communities will be able to remove the differences between local citizens and refugees, be able to speak the same language, eat the same food and accept a common identity, that is the kind of place in which Great Lakes Region asylum seekers and refugees would like to live in South Africa.

Other comments and views were also taken into consideration by the research which supported refugee's views in regard to their integration. Considering Hakizimana and Amis's views about refugee assistance, there is a contradiction. While Amisi (2006) assumes that there is lack of assistance, Hakizimana (2001) argues that there is generally some kind of assistance and also assistance in urgent circumstances. However, Hakizimana also adds that NGOs and churches assume what refugees need and then direct their efforts into giving clothing, food or teaching them English. Nothing is done to help them with respect to emotional or perceived needs and no refugee desires are expressly integrated into the assistance-giving process (Hakizimana, 2001).

On this point, it is clear that Hakizimana envisaged the help of refugees to be within the preliminary needs category, which is very important when they arrive but, beyond this, further steps need to be taken to empower them. It can be achieved by understanding why they are here, and accept the responsibilities and international obligation to take care of them according to international conventions and protocols; as well as the application of Republic of South Africa - Refugee Act (130 of 1998); or just open more options to them like accepting the UNHCR to resettle them in the another country willing to take them.

5.4.2 VIEWS OF KEY STAKEHOLDERS

There are a number of organizations that were approached in this study to get a better understanding and views on how refugees are and can be integrated within a municipal IDP. As we have seen, some of the key stakeholder contacted include eThekwini municipal Departments (Planning Department - Long term Planning, Policy Unit; Department of Housing), Department of Home Affairs, Durban Service providers (Refugee Social services (RSS), Refugee Pastoral Care (RPC), BAT Centre Art and Culture Non-Profit Organization, Glenridge Church International and Addington Primary School.

5.4.2.1   Department of Home Affairs

Despite repeated attempts to access information from the regional office of the Department of Home Affairs regarding statistics on refugees in the Durban area, at the time of going to print this information was unavailable. When the researcher visited the Department's Moore Road office (Durban) officials advised that no information was allowed to be given out for research studies or to the media, except when there is authorization from Home Affairs Headquarters based in Pretoria. Both the researcher and the supervisor contacted the main office in Pretoria and submitted a request through formal channels for the relevant information but no response was ever received. The data presented in this dissertation has been sourced from secondary literature and empirical research in the field.

Plate 4:   Durban Home Affairs Refugee Reception Centre

Source: Photo taken by the Researcher, 2010

Durban Home Affairs Reception Centre (Moore Road). It is the only place in Durban where refugees can go and report to for official documents to be issued. As can be seen from the photograph, the place is not particularly welcoming or comfortable, particularly for mothers, old people and vulnerable groups.

In the absence of data from the national government, other information has been used for the purposes of the research. The data reported on here refers to information collected for past research papers like the one prepared by Malcolm (2003), and the reports from international agencies and NGOs. Little data is available at regional level in secondary resource material. South Africa has just completed a population census in October 2011 and there should therefore be additional information at a regional level in the future.

Table 10:   **Asylum Application received by South Africa in the year 2007**

Number	Country of origin	Pending 2007	New Applications 2007	Refugee Status Determination 2007			Pending Cases End 2007
				Approved	Rejected	Sub-Total	
1	Zimbabwe	17578	17667	271	1623	1894	33351
2	DRC	5307	6571	380	375	755	11123
3	Malawi	5476	3341	0	642	642	8175
4	Ethiopia	3847	3413	99	111	210	7050
5	Somalia	2735	2041	747	18	765	4011
6	Tanzania	1698	1236	0	209	209	2725
7	Uganda	881	1461	11	92	103	2239
8	Congo	1133	808	93	57	150	1791
9	Burundi	804	1014	41	58	99	1719
10	Nigeria	648	904	6	136	1142	1410
11	Kenya	512	341	10	51	61	792
12	Eritrea	333	438	21	36	57	714
13	Mozambique	418	296	0	41	41	673
14	Rwanda	244	365	8	30	38	571
15	Zambia	229	256	0	38	38	444
16	Ghana	185	282	0	23	23	444

Number	Country of origin	Pending 2007	New Applications 2007	Refugee Status Determination 2007			Pending Cases End 2007
				Approved	Rejected	Sub-Total	
17	Cameroon	186	311	22	36	58	439
18	Cote d'Ivoire	35	158	0	0	0	193
19	Algeria	9	160	0	0	0	169
Total		42258	41063	1709	3576	5285	78036

Source: Kleinsmidt and Manicom (2010), interpreted by the Researcher, MTRP 2010**.**

According to Kleinsmidt and Manicom (2010), using 2007 statistics, the situation of refugees and asylum seekers in South Africa from 19 countries shows that the majority of them, 43% (33351 of 78036) are from Zimbabwe, 24% (18377) are from Great Lakes Region and 33% (26308) are from the rest of these countries including new applications and 2007 pending cases.

Figure 16: Pie Chart of Asylum Applications received by South Africa in the year 2007 from nineteen African countries
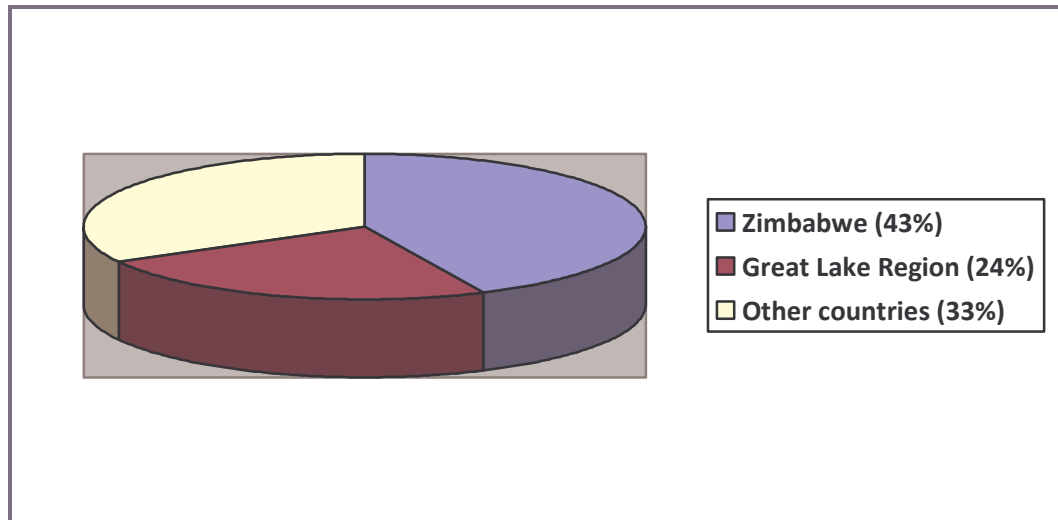
Source: Kleinsmidt and Manicom (2010), interpreted by the Researcher, MTRP 2010.

This is not an unexpected observation given the geographical proximity of the countries but it also highlights the role of South Africa as a host country on the international list of predominant countries that receive applications from asylum seekers. It is notable, and this point has been highlighted previously, that the majority of Zimbabweans that are increasingly coming to South Africa are not necessarily refugees, but are economic immigrants.

Interestingly, according to the research findings and the data of refugee status determination, using the same 2007 year statistics, 41 063 refugees and asylum seekers were new applications, only 5 285 applications have been assessed where 1 707 were approved and 3 576 rejected. The findings show that 16% of these approvals are for applications from Zimbabwe, 26% (440) are for applicants from the Great Lakes Region and 58% from the rest of the countries. There were no applicants approved from countries like Malawi, Mozambique, Ghana, Cote d'Ivoire and Algeria.

Figure 17: **Pie chart of refugee status determination approved of the year 2007 from nineteen countries**
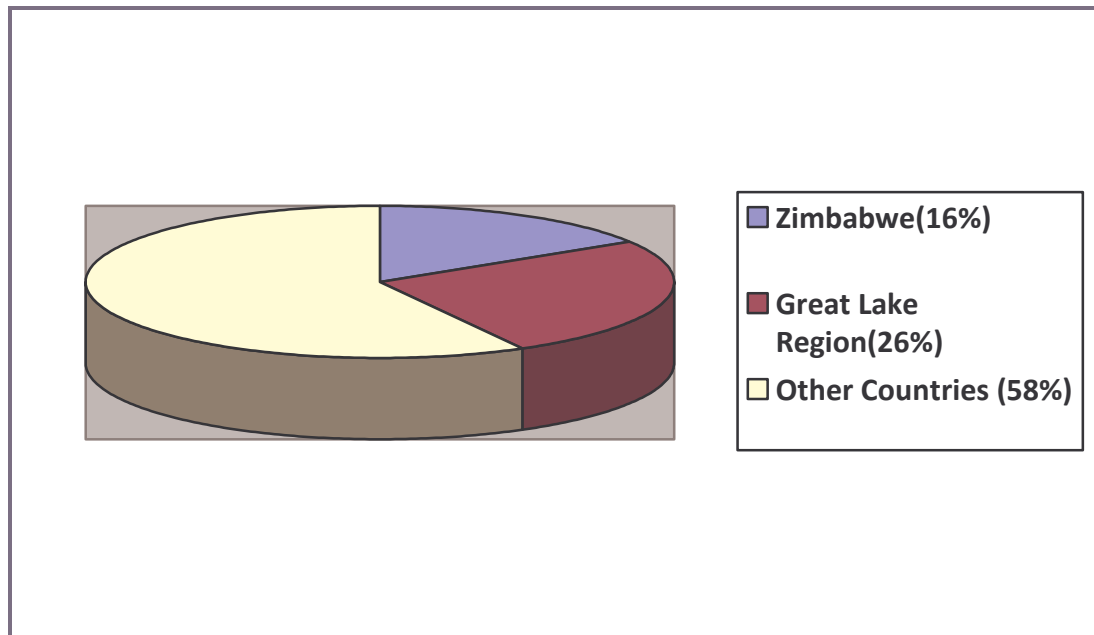
Source: **Source:** Kleinsmidt and Manicom (2010), interpreted by the Researcher, MTRP 2010

This analysis depicts how the legal status of refugees in South Africa is a significant variable in showing the degree of their integration. If the number of pending cases continues to increase year after year, how can the government institutions and other stakeholders respond to the challenges faced by refugees if they are not legally recognised? Integration cannot just come from the air or in a dream; it is a process that needs to be planned, and you cannot plan if you do not have clear indications of what you want to plan for. The issue of poor legal status approval of refugees and asylum seekers at Home Affairs needs careful attention for anyone who is willing to integrate them. This focus of this study was not to investigate why the situation of a high back log is taking place at Home Affairs. What can be the real causes of this problem? Is it related maladministration or poor performance of Home Affairs officials to implement the Refugee Act? Or is it just a lack of customer care of some of the Home Affairs officials as highlighted in an interview with Zondo Bongumusa from eThekwini, Planning Policy unit. Here a further study is needed to investigate why this refugee challenge is not taking place in only one particular Regional Refugee Reception centre, but is a nation wide challenge.

Table 11:   Regional Context of Refugees in Republic of South Africa

Number	Country	Regional Refugee Reception				
		Cape Town	Durban	Gauteng	Port Elizabeth	National
1	DRC	3 972	2 901	7 190		14069
2	Zimbabwe	2 904	968	4 299	2 836	11 007
3	Angola	2 753				
4	Tanzania	2 559	657			4 902
5	Somalia	2 532		2 854	3 007	8 709
6	Malawi	2 097	598		1 361	8 445
7	Nigeria	1 021	598	6 505	321	
8	Congo	999				
9	Egypt	750				
10	Burundi	678				
11	Pakistan			7 015	449	9 270
12	Ethiopia			6 972	1 219	9 356
13	Kenya		366			
14	India		470	6 564		7 520
15	China			3 926		4 284
16	Bangladesh			3 374	365	4 165
17	Ghana				454	
18	Senegal				399	
19	Uganda		1 845	1 845	337	
20	Other	4 675	1 731	12 323	1 260	29 430
Total		**24 940**	**11 342**	**62 867**	**12 008**	**111 157**

Source: Kleinsmidt and Manicom (2010), interpreted by the Researcher, MTRP 2010

The above table indicates the number of refugees recorded in each of four Refugee Reception Centres[22] (RRC's) throughout the country. These are located in major urban centres including Durban, Cape Town, Gauteng and Port Elizabeth. Significantly, Durban is shown to have the lowest total number of refugees after Port Elizabeth. The highest number of refugees is recorded in Gauteng (962 867 applicants); and Cape Town recorded 24 940 applicants.

Table 12:   Situation of Great Lakes Region Refugees in RSA (as of the end of 2007)

Number	Country of Origin	Pending 2007	New Applications 2007	Refugee Status Determination 2007			Pending Cases End 2007
				Approved	Rejected	Sub-Total	
1	DRC	5 307	6 571	380	375	755	11 123
2	Tanzania	1 698	1 236	0	209	209	2 725
3	Uganda	881	1 461	11	92	103	2 239
4	Burundi	804	1 014	41	58	99	1 719
5	Rwanda	244	365	8	30	38	571
Total		8 934	10 647	440	764	1 204	18 377

Source: Kleinsmidt and Manicom (2010), Modified by the Researcher, MTRP 2010**.**

The national situation of Great Lakes Region refugees indicates that the majority are from DRC (11 123 applicants), and the minority from Rwanda (571 applicants). The number of Tanzanian applicants is significant, but not a single applicant has been accepted. Using the above table, only 7% (1 204) of applicants are being processed (where 2% of applicants are approved and 4% are rejected), the huge balance of 93% sit in the pending category. One can see how Great Lakes Region refugees in particular are excluded, and from there one can also see the position of   asylum   seekers   and   refugees   in   South   Africa.

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[22]   Refugee Reception Centres is the physical location of Home Affairs Department Regional Office for the application of asylum seekers and refugees in each of the four selected regions in RSA.

As indicated previously it was not possible to obtain any comments or suggestions from the Department of Home Affairs (DHA) and so their position regarding refugees is unknown. A short discussion with the Representative KZN Regional Immigration officer, Mr Dauw Fourie has been included here. The researcher managed to have a short interchange with him at the Researcher in Sekusile Dialogue Workshop organized on (02/12/2010 on the integration of refugees in South Africa. Mr Fourie indicated that the Department of Home Affairs is willing to adopt a new approach to deal with foreigners and refugees in South Africa. He gave examples of the Zimbabwe Dispensation Project which is now in place to see how to accommodate all Zimbabweans (economic immigrants and asylum seekers/refugees) that are living here, so that everyone can find a place where to feel free, and also for the government and other role players to adjust their programs for refugee assistance to the realities.

5.5.1 Durban Refugee Service Providers, BAT Centre Art and Culture and Churches.

Given the difficulties associated with refugee life in South Africa, it is not surprising to find that there are various kinds of organizations attempting to assist refugees outside the official responses. The first service-providers are Non-governmental Organizations (NGOs) and their funding agents, primarily the UNHCR, which started to operate officially in RSA from 1994 (Amisi and Ballard, 2005). It is notable that this international institution does not have a permanent office in each region, and only a Headquarter office located in Pretoria. In the rest of regions such as Durban, the UNHCR has a working partnership with Lawyers for Human Rights (LHR) and Refugee Social Services (RSS).

Due to the fact that the UNHCR representative was unavailable for an interview and a similar set of circumstances affected the LHR official, this study concentrates only on the information and views on how refugees are and can be integrated into Durban city and are based on the literature review, the researcher's own experiences and the views of the RSS Director. The UNHCR interprets its role to be one of monitoring South Africa's implementation of the 1998 Refugee Act, assistance with the creation of an environment that integrates refugees into South Africa, temporary assistance to refugees, assistance by local government, and assistance with specific solutions such as voluntary repatriation.

After having interviewed officials from various NGO and church representatives dealing with asylum seekers and refugees in Durban Metropolitan, the findings show that little is being done to include refugees in municipal IDP. The Durban Refugee Service Providers (DRSP) was established after the failure of Refugee forums which had been established and were operating in each of the five refugee reception centres. They tried to bring together all the stakeholders in an attempt to address refugee needs, but have struggled to succeed in their institutional mandate (Amisi and Ballard, 2005).

The Durban Refugee Service Providers (DRSP) was then established in order to provide strategic direction and enable communication, networking, information sharing and programme building as had been proposed by the collapsed nationwide Refugee Forum. As it has become clear from this research interview, Refugee Social Services (RSS) previously known as MCC (Mennonite Central Committee: Refugees Project), is the main organization that assists refugees, but not economic immigrants.

According to the interview with Yasmin Real, the Director of RSS points out that although they do provide important assistance to a number of asylum seekers and refugees, their resources are limited and they are only capable of assisting people to a certain extent. They also mainly focus on the most vulnerable within the refugee community, meaning that people with less urgent needs might be left unattended to. It seems to be a disjuncture between perceptions of what the RSS are providing and what they are actually capable of delivering (Interview with the Director of RSS, 30/11/2010). Regarding the question on how its organization is involved in eThekwini municipal IDP, the researcher found that the Director of RSS continues to indicated that they heard about IDP, but that they are not really much involved in it or consulted about it.

Further, the Lawyers for Human Rights have been of importance in order to help individuals with cases where their applications have been rejected by the Department of Home Affairs, or to provide assistance to those seeking advice about the application process, and applicants who needs information for the rights of refugees and responsibilities in RSA. What emerged from

the discussions held with these two organisations is that the system of Home Affairs in dealing with refugees is too ineffective (it resonates with a lack of government response), as well as a lack of resources to do more for helping refugees. Further research findings from RSS indicated that having refugees in this country can have both positive and negative impacts on the development of the country.

Positively, the majority of refugees are skilled, and continue to contribute to making South Africa culturally more diverse. For instance, styles of hair cuts and hair weaving as well wearing of fashion is changing, and is highly diverse indicating that a melding of cultural approaches is taking place. From a negative perspective, refugees can increase pressure on scarce available resources in the country. The RSS sees the major problem for asylum seekers and refugees to be slowly included as a political link, because they are not allowed to vote, and if they do not have access to vote, they are excluded in many ways in governmental facilities and services. It is something that is happening everywhere, not only here in South Africa. If you cannot vote, you are powerless, and power is left to the rest of the voting group who determine your future in terms of representation at the local level of governance which is where delivery of services and facilities occurs. That is why in many cases refugees are forgotten. The planning and management strategy that the city could adopt is to bring marginalised groups into the mainstream of community consultation and issue a call for politicians to understand the issues of these communities and articulate them as part of their role. This can be achieved by partnership between NGOs that deal with refugees and local municipal authorities to prepare and to implement the IDP together. The RSS believes in its role in the arena of assisting refugees and is proud of what they have achieved relative to the little resources they have, and their long term goals.

The Refugee Pastoral Care (RPC) is an organization based at the Durban Emmanuel Cathedral, which provides a set assistance for asylum seekers and refugees. They give support particularly to school children by providing school uniforms and contributions towards school fees (R120 for primary school children and R200 for high school learners). However their annual budget does

not always allow for this, because their finances are also dependent on external funding (Interview with RPC, 15/11/2010). The weekly French Mass at Durban's Emmanuel Cathedral and English and isiZulu lessons are other important assistances that RPC has put in place to help refugees who are not able to express themselves in English. In addition, temporary shelter is provided for new arrivals that have no place to stay.

More constructive views came from the BAT Centre Trust, an NGO, which originally focussed on integration of Cultural and Art activities among all kinds of citizens after the demise of the Apartheid regime. Nise Malange, the Director of the Centre brought the idea of integrating refugees by using a traditional integrated planning approach. According to Melange, a traditional integrated approach looks more at the use of ideas from people who live with common cultures, or friendship. Refugees will be integrated by engaging firstly in communication between communities and the people themselves will then choose where to stay, whom to stay with, and the needs in place for the future community to survive, not by imposition of the government. She used the example of a new community in Pietermaritzburg where different people themselves chose to live together and so far the results have been successful. In that community, Whites, Indians, Blacks and Foreigners are living together and any decisions are made collectively. This is how she sees refugees being easily integrated into South Africa cities/communities**.** In her interview, she explained in detail how refugees and asylum seekers were involved in BAT Centre programmes. When refugees started coming to Durban, the Centre extended it objectives, and started to include opportunities for immigrants, including refugees. As Nise Malange stated:

The idea of including immigrants in my organization was coming from SA Apartheid history, where people were discriminated, and me I was victim of that. To include refugees and immigrants was to avoid same mistakes, but also to promote cultural diversity in Durban, to welcome everybody, and to create a platform where local citizens and foreigners can meet, and exchange their skills. At this stage, things are working nicely. We started by working with women from everywhere, and now we started a new program of youth, where young kids and

adults come and play together, especially during weekends, and holidays . We have also room, for all community to come and entertain and show their culture, or celebrate their independence (Interview with BAT Centre Director, 10/01/2011).

Regarding the role of churches, the research shows that religious institutions are in a better position to include and integrate refugees into local communities by using spiritual tools. This approach was indicated by both elders from the Glenridge International Church (Durban Station) and Durban Universal Church, and the statement that the church is a home for everyone, and is a good place. These two churches have a significant number of refugees, and from their experiences, refugees and foreigners are in good relationships. One research participant was a church member, who indicated that:

"Refugees are contributing to facilitate integration between white and black South Africans by removing fear that was characterized by apartheid institutions, including the church. Now refugees are like mediators between these two ethnic groups, some local South Africans (whether black or white) did not see that Black people can attend white churches and vice versa" (Interviewee with Respondent 7, 29/11/2010).

Interestingly, there is no other place where you can find a more robust and strong social cohesion than the church. If you do not have time to speak to someone, you cannot know him/her. Friendship and a good social relationship is an important tool for the church to integrate refugees into the new environment. Spiritually, they call each other 'brother and sister', and physically that which is a family is that a sister and a brother are people who share the same blood, and the same parents. It is in this context that *"all Christians have the same Father Jesus and they work for the same purpose of serving God (interview with Durban Universal"* Church elder, 12/11/2010).

5.5.2   eThekwini Municipal Departments

The main objective of this study is to understand how Great Lakes Region refugees found a place and settled in South African Cities, including the Durban Metropolitan area, and to what extent do the policies of the eThekwini Municipality provide for their integration.   Different eThekwini Municipal Departments that are involved with refugee issues were contacted and interviewed to ascertain their views on refugee integration in IDP.   Some of the municipal department interviews included input from the Ward councillors (Ward 36, 32, and 27), the Housing Department and Planning Department (Long term planning – policy unit).

5.5.3   Housing Department

Findings of interview with Mr. Mthembu, the Senior Administration officer in Housing Department (Interview with Mthembu, 2010):

It is important to have asylum seekers and refugees in this country firstly because it is included in South Africa legislation and secondary for the benefit of enriching our cultural experiences. The benefit of having asylum seekers and refugees in this country also has an economic advantage. To have them in this country, including in Durban, will give the South Africa government a cheap labour market on which to draw Further, due to the Apartheid legacy, the majority of South Africans did not experience a diverse environment; they were segregated in many ways. Accommodating asylum seekers and refugees that are coming to this country will contribute significantly to the reconstruction of South Africa in the post-Apartheid period.   Many South Africans will have an opportunity to learn from them; to gain from their experiences, and more importantly in the sharing and exchange, learning about the culture they have brought and the South African cultures.

The Durban Department of Housing is willing to accommodate asylum seekers and refugees, and to help them to settle into their new life in local communities. There is no need for a new policy to accommodate and integrate refugees in our housing programs, since the National Housing Acts state what the approach is and how to include and accommodate immigrants in Housing programs in general. They also indicate who is eligible to participate, but it is only limited to those with permanent resident permits.   What is pertinent, there is nothing in the housing

policies at local municipal level on how to deal with refugees in particular, since they merely implement the national approach from the Department of Human Settlements.

The National Housing Act also states that only refugees with permanent residence are allowed to apply for low cost housing, and the rest are not mentioned. There is nothing in the approach adopted by eThekwini or any other local municipal policies which would assist them in the acquisition of temporary shelter or being part of RDP housing or low cost housing. The process including asylum seekers and refugees in local municipal housing planning and management of the city needs need to be considered in eThekwini IDP. For instance, there are many things that the Housing Department could do to help in accommodating and integrating asylum seekers and refugees, such as the provision of shelters and housing to the more vulnerable like old people, single mothers and separated children.

Coming again to what Ndinda and Adebayo (2006:87) argued, "in South Africa, where there is no specific policy on housing refugees, there is a tendency for refugees to congregate in certain areas of the cities rather than others". In eThekwini municipality for instance, the majority of Great Lakes Region refugees are living by accessing the social and capital network in the old flats in the Point area, and work informally. Why should this be the case? Is spatial location and social networking integrally liked? Is this due to their own preferences or it is a lack of choice?

It is clear from the above eThekwini municipal Housing Department that the issues of accommodating refugees is understandable at local level, but the system of inclusion is determined by national level guidelines and the requisite acquisition of documents that are provided by the Department of Home Affairs to refugees so that the can easily have access to different housing options. The adoption and inclusion of these new policies in eThekwini municipality IDP should not be a difficult task. Clearly there needs to be a flexible approach because the eThekwini municipal vision, as mentioned in previous chapters, is already in place and indicates that the city should be open to all living in the municipality.

Refugees should be given appropriate documents which allow them to negotiate with landlords, or estates agencies. This requires the issuing of an ID document that is accepted by housing and land agencies so that refugees can follow the same queues as citizens in finding a place to stay. Such an approach may require the assistance of local government officials together with letting agents, landlords or other Estates agencies. Simply put, the government can take the initiative like in many other Europeans countries, to make provision in the city for a place where rental accommodation or social housing can be constructed for refugees and other identified vulnerable South Africans, regardless of race, who are willing to stay with foreigners, and achieve the same goal of living together, speaking the same language and knowing one another's problems and living in the same communities.

5.5.4   Ward Councillors

As stated in the introduction, the study area covers Wards 26, 27 and 32. The councillors of these all these Wards were contacted, but only the councillor from Ward 27 made himself available for an interview. The research findings from the interview held with the counsellor indicated that little is done to integrate asylum seekers and refugees. Regarding the question on whether refugees attend Ward meetings, the researcher found that the issue of refugee participation in the Ward meetings was not in their daily agenda, and the councillor is hoping that, according to 2010 eThekwini municipal IDP, refugees will be included in eThekwini municipal IDP programmes. The Ward councillors are the closest municipal representatives to refugees. For any planning strategies to succeed, they are in the best position to hear and to understand refugee issues, but because of political agendas, refugees are not on the page of their daily activities. According to the researcher's own experience, there is little motivation of councillors to include refugees in their programs; firstly because no municipal policies are available to serve refugees, and more importantly they cannot be under pressure for people who cannot vote for them.

5.5.5 Planning Departments

The metropolitan area of eThekwini of KwaZulu-Natal is one of the cities that can offer opportunities and many refugees have chosen Durban as their final destination. The immense spatial size of its urban landscape makes it easier to get lost and blend in. The majority of refugees live by accessing the social and capital network in the old flats in the Point area, and work informally. Is spatial location and social networking integrally liked? Are the challenges of negotiating the institutional process for inclusion too difficult so that it is easier to navigate the informal city? What other options are there of looking at refugees as a positive aspect in the development of the host country?

The findings from this research (using both interview with Planning Department officials and literature) indicated that the issues of immigrants (economic immigrants and refugees) are being considered by the city, and the city authorities are willing to include asylum seekers and refugees in planning and management of the city, but the major challenges rely on the responsibilities. Eric Apelgren, the Head of International and Governance Relations in the eThekwini Municipality also agrees with this assertion saying that the city does not have the mandate to act on many issues relating to these groups, and that the responsibility lies with the national government, for responsibilities that include basic services like housing, health and education (Gee, Lervik, and Holst (2010).

According to the interview with Zondo Bongumusa, a Senior Manager at eThekwini Planning Department (Long Term Planning – Policy unit), refugees are considered in planning and management of the city, but there are no special programmes for them. Refugees are considered along with the needs of all other city inhabitants and therefore they have to follow the same queue. There is no specific program in IDP that focuses on refugees only. All people have to be in one queue, whether in the front or at the back', since it is important to have efficient service". The main idea behind this statement is to have one goal of achieving integration where there will be no spatial, social, economic or cultural separation between the people, to eradicate the Apartheid legacy.

In the interview, Bongumusa continued to argue that another major problem behind the issue of asylum seekers and refugees was about 'lack of customer care'. How to serve refugees can include or exclude them from many institutions that deal with them. The question is being investigated as was whether refugees are included in eThekwini municipal IDP. The responses received indicate clearly that the issues confronted by refugee communities are not considered in IDP. They do not even appear as a consideration because of the issue of where the institutional responsibilities for these communities lie. National government holds the constitutional mandate to implement the South Africa Immigration and Refugee Acts and there is no specific task allocated to local government. He stated that:

"We are aware that eThekwini municipality accommodates a significant number of asylum seekers and refugees, and we are willing to integrate them in many ways. What is seem to be a problem is who is taking responsibilities and luck of what I can call it 'customer care' by many institutions that deal with refugees in eThekwini municipality. People from different institutions treat refugees in different ways. For some, the fact that refugees are not citizens (without Green ID), means that they cannot help them. For others, when they see refugees, they not consider them as priorities like other South Africans vulnerable groups. Together with the lack of clear municipal policies to deal with them, the issue become complex, but not really a wishes of the eThekwini authorities, now the eThekwini city planning and management is looking the ways to deal with this issue, including start to elaborate some policies at municipal level(Interview with Zondo, 16/10/2010)."

According to Gee, Lervik, and Holst (2010), the lack of local municipal policies including the eThekwini municipality in general demonstrates an attitude of avoiding or ignoring the issue of refugees in South Africa, or perhaps a lack of knowledge about it. The majority of interviews from both refugees and key stakeholders state that documentation is a major issue for successful or unsuccessful refugee's integration in South Africa cities. The fact is that papers are issued by the Department of Home Affairs, and the local municipality has less or little to say in

this matter. Any attempted planning strategy to fully integrate refugees, needs to start with addressing the issue of proper documents.

In the course of the interview, Zondo indicated that the planning departments considered all city inhabitants, including refugees and asylum seekers in its 2010 vision, but there are no specific programs for them. The eThekwini vision states that *"by 2020, eThekwini will be Africa's most caring and liveable city."* It meant that everyone living in eThekwini (short or long term) is accounted for in the planning and development of the city. The focus is not about citizens only but it also even includes tourists, economic immigrants and refugees. He defines IDP as 'a delivery mechanism for the three spheres of government (Local, Provincial and National).

Through the research findings, the question remains, and that is to establish where the responsibility for refugees and migrants is located? According to Eric Apelgren, the problem resides on findings and responsibilities from national to local government by saying that:

"There is simply not enough funding from central government for the municipality to address these issues, and as the responsibility stays with the central government, so will the funds. Apelgren confirms the lack of city policies directly related to foreigners; such policies, he tells us, are integrated in municipal policies on gender, housing, employment, informal trade and vulnerable groups, but foreigners are not explicitly included in local policy documents" (Gee, Lervik, and Holst, 2010:15).

eThekwini Municipality Planning Department, according to Bongumusa believes that to have asylum foreigners, particularly asylum seekers and refugees (those with the genuine desire of staying in South Africa will contribute positively to the reconstruction of the new South Africa, and the development of the African continent as a whole. He stated:

"Since starting to engage in this refugee issue, we need to build a modal city to other South African cities, the city where everybody will feel free, have access to all facilities and services that will be offered by the city. Afterwards to allow refuge to lean local cultural, and in the same time for local people to assimilate the culture brought by refugees, this will make eThekwini municipality to become a diverse city, and a city where all inhabitants can intermarry, and work for a common goal. There a significant number of programmes in place that intend to promote cultural diversity and promote the Africanism such as 'Celebrating Durban', 'Imagine Durban', and we hope to have more in the future. This includes different activities such as social dialogue, festivals, and competitions. Refugees need to feel free and welcome and see South Africa as their country of belonging, fighting for the common goal in development of the country" (Interview with Zondo, 16/10/2010).

5.6   CONCLUSION

This chapter attempted to analyze the available data relating to refugees. The research participants had different views about the place of asylum seekers and refugees in Durban, and to what extent they are and can be integrated into eThekwini municipal IDP. More specifically, various experiences of refugees were explored and their thoughts and perceptions about integration presented. In the same context, key stake holders from different institutions (government, NGOs and Churches) also expressed their views and recommendations on how asylum seekers and refugees are and can be integrated in the eThekwini municipality. Their experiences and observations have been highlighted. The majority of the research participants indicated that little is done by the eThekwini municipality to integrate them. Asylum seekers and refugees in Durban survive through their own social networks, and social capital created amongst their communities. This need for self reliance and informal networks is reflected in their spatial, economic and social arrangements. That is why you find them staying in the same area of Point Road, Durban centre and St Georges Street area. According to city authorities, the key problem is an institutional one related to who is taking responsibility for services and facilities and how these roles are spilt between the national government and local municipalities. Customer care by the institutions that deal with refugees is also an important aspect that has been highlighted. The city of Durban is engaged in including asylum seekers and

refugees into different programs that intend to bring all residents together and create a common place of cultural diversity.

CHAPTER SIX: SUMMARY OF FINDINGS

6.0   INTRODUCTION

This chapter will present the summary of findings, conclusions and recommendations which emanate from this research. The main objective of this dissertation has been to understand how refugees have found a place and settled in South African Cities, including the Durban Metropolitan area, and to what extent the policies of eThekwini Municipality provide for the integration of Great Lakes Region refugees. This research is a qualitative case study and data has been collected through in-depth interviews with nineteen refugees, and key stakeholders including Home Affairs Department, Municipal Departments (Long Term Planning-Policy Unit, Housing Department and Ward Councillors), Durban Service Providers, NGOs and Churches. All participants expressed their views based on the objectives of this study including exploring legal frameworks on the integration of refugees in South cities, and in particular in the eThekwini municipality; the social networks and social capital created among refugees, their life experiences and their views and the views of stakeholders in regards to their integration. Different possible planning strategies and recommendations have proposed with the task of the creation of a space that can bring living harmony between citizens, immigrants and refugees.

6.1   SUMMARY OF FINDINGS

6.1.1   APPLICATION OF LEGAL RIGHTS AND RESPONSIBILITIES OF REFUGEES IN REPUBLIC OF SOUTH AFRICA

The research findings have shown that the key global instrument governing refugee matters in South Africa is the 1951 Convention Relating to the Status of Refugees and its 1967 Protocol which, in Africa, is complemented by the 1969 Organization on African Unity (OAU), Convention Governing the Specific Aspects of Refugee Problems in Africa. South Africa belongs to the South African Development Community (SADC) and the majority of SADC countries have ratified key international instruments relating to refugees and have enacted legislation within their

countries to address the issue. This means that they are bound to honour the requirements of the protocols to which they are signatories.

In South Africa, control and management of migration and refugee status is a national government competence, and support of the refugees is largely a local government competence. This causes complications and hardship to local government and to refugees themselves to achieve integration. The lack of local municipal policies including in the eThekwini municipality in general demonstrates an attitude of avoiding or ignoring the issue of refugees in South Africa, or perhaps a lack of knowledge about it. The majority of interviews with both refugees and key stakeholders state that documentation is a major issue for the successful or unsuccessful integration of refugees in South Africa cities. The fact that papers are issued by the Department of Home Affairs, means that the local municipality has little or no say. Any attempt for a planning strategy to fully integrate refugees, needs to start by providing proper documents.

6.2   SOCIAL AND CAPITAL NETWORKS

Social networks and social capital are important factors that helped the researcher to understand the real living conditions of Great Lakes Region refugees living in the Durban Metropolitan area. In the same context, it helped the researcher to understand their life experiences within Durban City, and to understand what kind of places they live in.

The majority of respondents (95%) were clear and happy about the importance of social networks and social capital amongst them, particularly as newcomers. it helps them to get moral support, know the directions, offices, or ways to access accommodation and other surviving strategies in general, due to the fact that at this stage, there seems to be a lesser degree of inclusion. For those who feel threatened or excluded from the host society, social networks and social capital is an important survival strategy for them.

6.3   VIEWS ON THE INTEGRATION OF REFUGEES IN SOUTH AFRICAN CITIES

Various opinions were offered by the research respondents and role players in regard to the issue of integration in South African cities. This dissertation has attempted to understand how Great Lakes Region refugees found a place and settled in South Africa Cities, including the Durban Metropolitan Area. It also addressed the pertinent question about the extent to which the policies of eThekwini Municipality provide for their integration. More specifically, the study tried to explore the views of both refugees and key stakeholders regarding the place (spatial, economic, social and culture) of refugees that come to South Africa; the impacts of having them in South African cities; how they understand the integration process; and what local municipal policies and planning strategies should be in place for the successful accommodation and integration of asylum seekers and refugees in South African Cities.

6.4   REFUGEES' VIEWS

Through the research interview, asylum seekers and refugees living in South African cities indicated that they are excluded in many ways. Firstly, the major problem of refugees is their concern about how they are not distinguished from economic immigrants, and the difficulty of the government to take care of a group of people whom they are not aware of. The South African government should be aware that these groups of people need a new hope, a stable and sustainable environment in which to thrive. As mentioned previously, in the experience of refugees, the reality is that the urban place best suited to refugees in South Africa is the informal city. It does not matter if you are educated or not. Spatially, it is difficult to get a decent place to stay, which is why they choose to stay in insecure places; economically and socially, they only rely on the informal sector. All refugee respondents are willing to contribute to the rebuilding of this country and are willing to form a conventional place with local communities.

6.5 VIEWS OF KEY STAKEHOLDERS

A number of organizations were approached in this study to get a better understanding and views on how refugees are and can be integrated within the municipal IDP. As we have seen, some of the key stakeholders contacted included eThekwini municipal Departments (Planning Department - Long term planning, Policy unit; Department of Housing), Department of Home Affairs, Durban Service providers (Refugee Social services - RSS, Refugee Pastoral Care-RPC, BAT Centre Art and Culture Non-Profit, Glenridge Church International and the Durban Universal Church.

6.6 THE DEPARTMENT OF HOME AFFAIRS

Whilst it was not possible to access any current information from the Department of Home Affairs regarding refugee numbers in Durban, this deficit was addressed through the literature review and a short discussion with a representative of the KwaZulu-Natal Immigration Officer, Mr Dauw Fourie. According to Mr Fourie, the Department of Home Affairs is adopting a new approach to address the needs of foreign immigrants and refugees in South Africa. He gave an example of the current Zimbabwe Dispensation Project. According to Mr Fourie (2010) this will allow all refugees living here, to be accommodated in a place where they can feel free, and also for the government and other roll players to offer refugees assistance, and to adjust their programmes to the realities of the situation.

6.7 DURBAN REFUGEE SERVICE PROVIDERS, NGOS AND CHURCHES

Given the difficulties associated with refugee life in South Africa, it is not surprising to find that there are various kinds of organizations attempting to assist refugees. Based on the interview process followed in the research, and having consulted representatives from various NGOs and churches, it is apparent that very little is being done to include refugees in the municipal IDP. Refugee Social Services (RSS), previously known as MCC (Mennonite Central Committee: Refugees Project), and which is the partner of the UNHCR is the main organization that assists refugees in Durban. Other agencies do contribute, but not at the same level. Regarding their views on refugee integration, they share the same perceptions that if refugees cannot vote, it is difficult for them to be integrated easily. They equate the right to vote with inclusion or

exclusion at the local level. It is believed that it is important for South Africa to have refugees. It has been acknowledged that there is problems of additional pressure on scarce resources but have indicated that opportunities exist for full integration. There is also the chance to learn from other cultures and skills which can contribute to the multiculturalism eThekwini purports to promote in its vision for the IDP.

6.8   ETHEKWINI MUNICIPAL DEPARTMENTS

Different eThekwini Municipal Departments involved with refugee issues were contacted during the course of the research process. Some of them were interviewed to establish their views on refugee integration in IDP. Included in this group were the Ward councillors (Ward 36, 32, and 27), Housing Department and Planning Department (Long term planning – policy unit). Besides the general problem of a complete lack of local municipal policies to accommodate and integrate refugees into the planning process in eThekwini Metropolitan, a number of other issues were identified. According to Eric Apelgren, the other problems relate directly to different roles and responsibilities assigned to spheres of government in relation to refugees (Gee, Lervik, and Holst, 2010). Connected to this issue is a lack of clarity about what municipalities should or could do for refugees. As a solution, Durban city is engaged in an initiative to share responsibility with national government and partnership with other stakeholders (international, national, regional and local) that are involved in refugee affairs, like 'City Network Against Xenophobia and Discrimination (Durban Coalition of Cities conference, 2010).

Through interviews conducted with officials like the Senior Manager in Planning Department (Long term planning – policy unit), the low level of inclusion of Asylum seekers and refugees is not tied to what Eric mentioned but it also comes about through a 'lack of customer care' from some institutions. This problem of lack of customer care depends on what each institution does, or what different people in the same institutions actually achieve. Refugees are included or excluded from many institutions because some staff members are not aware of the validity of the documents they have or what services their status entitles them to. Municipal officials, often out of ignorance or non cooperation, state that their policies are exclusively for citizens

and therefore they cannot assist immigrants. All these issues are important indicators of what a planning strategy should take into account.

In the same context of providing customer care, Ward Councillors have a key role to play. They are the closest municipal officials to refugees. They have to be involved for any integrated development planning strategy to succeed. At ground level, they are in a position to hear, interface with and articulate refugee's issues. Their own political agenda, however, is one of commitment to their voting constituency and because refugees cannot vote, they are marginalised. The researcher's own experiences confirm this perception. There is little motivation of behalf of the councillors to include refugees in their programs because there are no municipal policies to serve their needs.

Interestingly, the Housing Department has indicated great willingness to accommodate refugees, but they concur with other officials that the main challenge is the policies of national government. The National Housing Acts determines and controls access to housing so when it is comes to local government, it is difficult to change things, and refugees are not on the housing agenda as a specific group. The research has discovered, from the Housing Department, is that refugees who have permanent residence permits are allowed to access different types of housing facilities. However this eligibility for assistance is not well articulated or known by the refugee communities or the agencies that assist them. Beside these challenges, the City of Durban is also engaged in programmes to include asylum seekers and refugees in different projects which have as their aim to bring all residents together and create a common place of cultural diversity.

CHAPTER SEVEN: - CONCLUSIONS AND RECOMMENDATIONS

7.0   WAY FORWARD AND RECOMMENDATIONS

The development of this paper on the integration of refugees in South Africa is designed to explore and provide constructive recommendations on a number refugee policy issues that can then contribute to positively influencing the integration of asylum seekers and refugees in South African cities. On the other hand, this study also addresses the issues of developing South African integration activities, and creating fairer and more efficient systems of dealing with asylum seekers and refugees in South African cities and their surroundings.

What is also clear is that some policies of South Africa States undermine the integration of refugees, while many policies that are in place to promote it, and are not being effectively implemented (Manicom and Mullagee, 2010). Due to the forced nature of their migration and their experiences, compared with other migrant groups, refugees will often require specific services to have their needs met in order to support their integration. They will often be one of the most vulnerable groups in society while also being the most resilient. It is therefore important that the special needs of refugees should be recognized in integration policies and practiced at different levels of governments.

7.1   PROBABLE INTEGRATED PLANNING STRATEGIES TO INTEGRATE REFUGEES IN REPUBLIC OF SOUTH AFRICA

Probable Integrated Planning Strategies are the sets of strategies that the researcher considers important for consideration by the eThekwini municipality, and for other role players to use in the development of programmes and guidelines to include and integrate refugees in the planning and development of the city. This dissertation attempts to provide planning strategies for local municipalities like eThekwini to use that are located within the current South African legal framework for refugees, but is also grounded in their experiences and the views from key stakeholders. What is being suggested is an inclusive approach at local government level to allow refugee communities to be part of the city they call home.

As indicated in the previous chapters of this study, Republic of South Africa does not differentiate between genuine refugees and economic immigrants. In addition, what is provided by the Refugee Acts (Act No. 130 of 1998) is the means to provide a legal status for these individuals but the theory of what the act tries to achieve and what actually happens in practice is clearly different as the research findings have shown. Rather than providing the means for integration, the legal procedures and the differentiated status it confers on refugees, actually contributes to their marginalisation and exclusion. Some are still using refugee status after more than 10 years, when they are in fact eligible for citizenship.

Many South African local communities and some institutions still refer to refugees as 'illegal persons' in the country because they do not know why they are in the country. The intention of the following Integrated Planning Strategies (IPS) is a proposal for how refugees can be integrated into eThekwini Metropolitan Municipality. Firstly it addresses the legal status of refugees in REPUBLIC OF SOUTH AFRICA. Secondly, it shows what kind of place can be provided for asylum seekers and refugees in the eThekwini Metropolitan Municipality. Their spatial location will depend upon the ability of the city planning layout to accommodate them. It is not a good option to put refugees in separate areas or buildings. For integration to occur, they have to be mixed in with local citizens. For the process of integration to succeed, there needs to be a principle of willingness that makes refugees welcome in a new environment.

1. **INTEGRATED PLANNING STRATEGY 1: RECEPTION/ A WELCOME PLACE**

Provision of reception centres for newcomers and asylum seeker applicants. The reception centre will have the role of registering newcomers, the separation of genuine refugees and immigrants, individual and family counselling and life orientation. Because the majority of refugees are traumatized by what has happened to them, or what they have seen, this planning strategy will have many different programmes that can bring welcome and hope to this group of people through training and social cohesion. At the same time, they will be made aware of different courses on their rights and responsibilities in REPUBLIC OF SOUTH AFRICA. The

allocation of reception centres can take place at the point of entry or near the Department of Home Affairs offices.

2. **INTEGRATED PLANNING STRATEGY 2: INCLUSION/ AN INCLUSIVE PLACE**

In this strategy, emphasis is on providing proper documentation, accommodation and customer care. Integration cannot take place before there is an element of acceptance of 'outsiders' into local communities. For asylum seekers whose applications are successful, their status then becomes one of legally recognized refugees. At this point they need proper documentation which includes acknowledgement of their status and identity documents (ID).

In the planning and management process of the city, there should be a retrospective consideration of the realities of planning history and practices (i.e. look at the impact of refugee status which has a duration period of two (2) years and why the acquisition of an ID makes such a difference in terms of access to housing, employment and services). Whilst it is acknowledged that control and urban management are fundamental aspects of the city, there needs to be a clear definition of the roles and responsibilities between national and local government in regard to refugees. Public and private institutions need to have common views on understanding and application of international and national legal status of refugees.

3. **INTEGRATED PLANNING STRATEGY 3: LOCAL INTEGRATION/A LIVEABLE ENVIRONMENT**

Integration does not necessarily mean that people have to stay forever. It is about providing a 'jumping off point', allowing people to be free, being mobile and accessing services, including being able to use and acquire skills. If foreigners are to be included, this will mean that proper documents must be provided and accepted by local and different public and private institutions. Thus, they have options to live in different parts of the city, to access different services and facilities as is the case with citizens, and to participate in the various development activities of the city including social and cultural events. Linked to an increase in security and acquisition of citizenship, prior refugees need to be advised of their increased options for employment, housing and services. With the ID document comes the right to vote so this also needs to be addressed.

A conceptual diagram illustrates the ideas of the three integrated planning initiatives is presented on the following page in figure 18.

Figure 18:   Refugees and Integrated Planning Strategy (IPS)
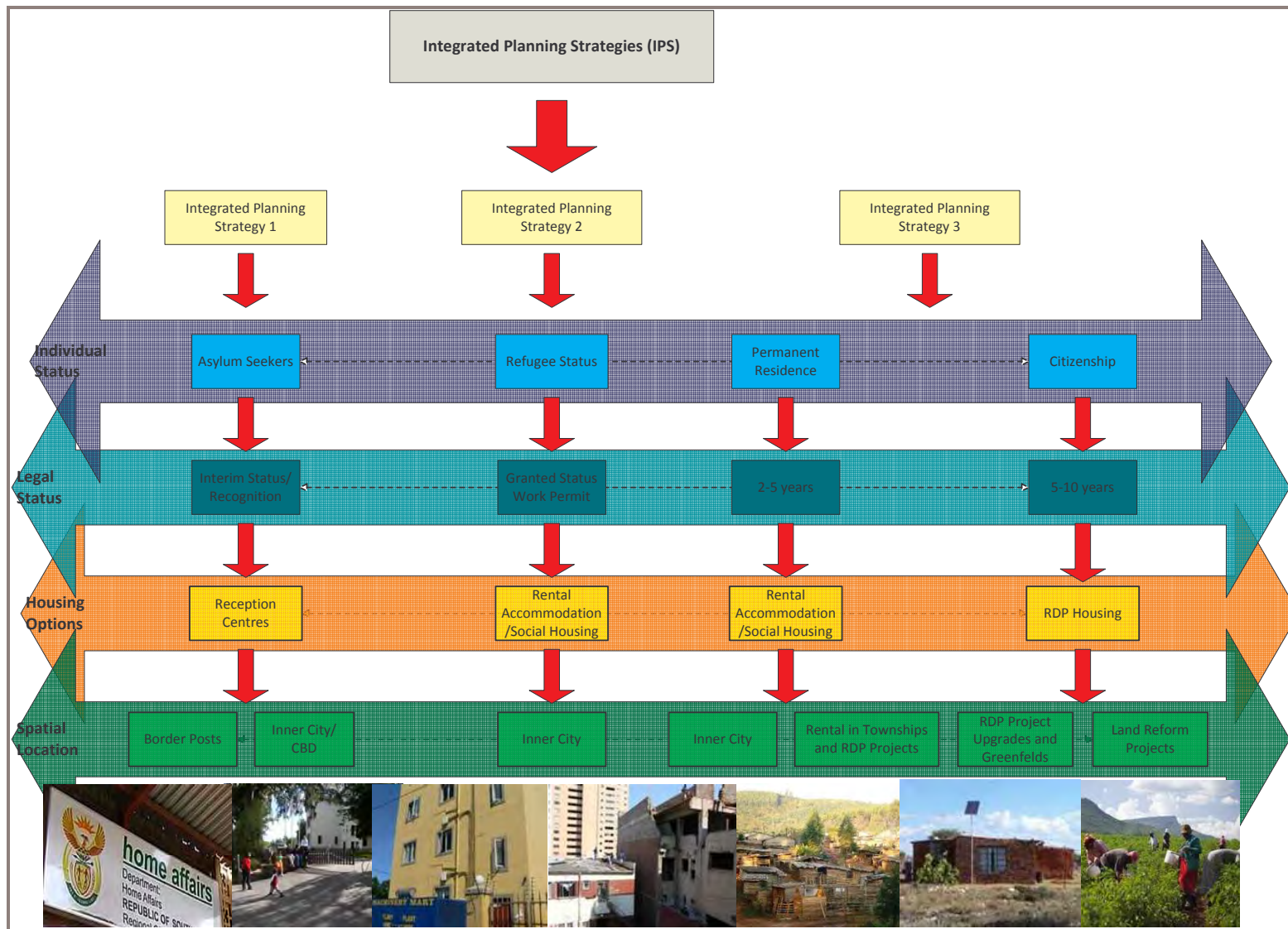
Source: Stanislas Rwandarugli and Annette von Riesen 2011

7.10   RECOMMENDATIONS

In the following section, a set of recommendations are presented for consideration. These have been distilled from the research process, literature review and the researcher's own experiences. They are therefore based on theory and practice.

7.10.1 CREATING A WELCOMING SOCIETY

The development of an inclusive and welcoming society is a key pre-requisite to the successful integration of refugees in South African cities**.** What is needed is a place of collective activities, - one that can be understood by both new and existing communities. The creation of such an urban space or place is an obligation of all South African communities and relates to the fundamental rights which underpin democracy in this country. It requires that as a collective and as individuals there is a greater understanding of why refugee need protection, why refugees are forced to flee their homes, may have to permanently stay in another country, and why they need to reclaim their rights in their new country of adoption.

In terms of the IPS model presented above, these requirements need to be met in scenario 1. Reception centres need to be created, some closer to the point of entry and others in the city centres. The role and responsibilities of these centres are to welcome immigrants of different kinds, assist with advice, the selection of genuine refugees, counselling and training activities. Training should go beyond the sessions organized at the reception centres, but also be extended to school curriculum, particularly in Primary and High Schools.

When the host societies have a better understanding of the reasons why refugees are forced to flee and why refugee protection is a moral and legal obligation of all countries, including South Africa, the population will strive to create an environment and conditions within which refugees can rebuild their lives. However, the creation of a welcoming society that encourages and fosters the integration of refugees will require additional funding, resources, an institutional paradigm shift, as well as willingness and determined action.

7.10.2 **CREATING A PLACE WHERE REFUGEE RIGHTS AND RESPONSIBILITIES ARE RESPECTED IN ALL SPHERES OF GOVERNANCE**

In order to accommodate everyone in this process without disturbing South African law, the researcher has recommended various suggestions as follows:-

1. The South African government should apply a full and inclusive interpretation of the refugee definition outlined in the 1951 Refugee Convention and its Protocol, and refrain from granting a lesser status to persons fulfilling the criteria of the Convention.

2. The Republic of South Africa Immigration and Refugee Acts need to be reviewed and enforced in a more equitable manner. There needs to be some form of formal control and recognition of all immigrants at both national and municipal levels meaning that statistics are kept, there is a distinction between genuine refugees and asylum seekers and economic immigrants, and appropriate documentation provided for them. The Refugee Act - though already amended - should be reviewed again. Those who are here for more than five years should be given permanent residence and those with 10 years residence should be given citizenship. It is acknowledged that the balance between control and facilitation is not an easy one to achieve. There needs to be consistency in how control is applied at both the national and municipal levels.

3. Amendments need to be made to existing Labour laws. Refugees are being utilized as cheap labour and will never be managers in South Africa. Also, acknowledging the skills and education of refugees is a crucial part of this process. Equitable treatment should be provided at teaching and learning institutions. Refugees should be allowed to access full scholarships at universities. If education is for all, then the practice should reflect this aspect.

4. Refugees need to be made aware of their roles and responsibilities in their host countries with regards to adhering to common core values, and to their safety.

5. It is now time for the Republic of South Africa Government to implement national anti-discrimination legislation to eradicate xenophobic attacks, or other kinds of criminal acts against asylum seekers and refugees. Both national and local government should put in place systems to monitor refugee access to and experiences of the labour and housing

markets as well as of health, social, education and other community services. There must be a clear policy of integration (at municipal and national level). At present there is a level of ambivalence in the policy with government saying, "go or stay", but this approach does not seem to have a firm legal basis. There is no evidence of a long term plan to address the social and basic needs of refugees. They are simply assimilated into the larger generalised section of the population deemed to be poor or displaced.

7.10.3 RECOGNISING SOCIAL CAPITAL IN THE IDP

Today, national and local strategies for the social inclusion of all urban communities in the life of the city have become increasingly important. Indeed, there are many cities in Latin America, Asia and Africa, where immigrants in informal and illegal settlements compose 80 percent of the urban population (Hohmann and Menguele, 2006). It is important to note from this figure that the future of a city will be significantly determined by the effectiveness of social inclusion, and this will function efficiently if the social capital is recognised by the planning strategy of the city. While the residents of these informal living areas make a significant contribution to urban economic growth[23], they are often deprived of even the most basic urban services such as water, electricity, and security of tenure. In short, they are not recognized as citizens of the cities that they are helping.

In South Africa, the issue of informal settlement and immigrants in the cities is a worse scenario because of the apartheid legacy. During apartheid, local people or citizens could not have free access to urban opportunities and now in the post-apartheid rural people are streaming to the cities. In the same context, apartheid policies would not allow immigrants and refugees to enter South Africa. As mentioned in the literature review, this group of people was not allowed to enter the country during the Apartheid regime by an immigration Act, but now two Acts (Immigration Act of 2002 and the Refugee Act of 2003) are in place at national level to allow this

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[23] Some of the respondents interviewed for this research have professional and tertiary educational qualifications e.g. engineers, teachers, and accountants all of which are needed skills in South Africa. The potential economic contribution that refugees could make to the South African economy is largely hidden behind their lack of legal status.

group of people to come legally to live in the country and to protect them. There should be no complications to integrate them into local society. The sole challenge for them still is the implementation of these Acts at municipal level.

According to Lervik and Gee, 2010:12), all of the legal regulations concerning immigrants and refugees are at an international and national level, and cities are, obviously, required to act in accordance with these when formulating policies related to such groups. It is surprising that at municipal levels, none of these policies is in place to deal with refugees, except Durban's informal economic policy. This is in place to deal with tensions that could arise within informal business areas of immigrants and local citizens, and it recognises the high skill and experiences of immigrants when it comes to business. The question that arises from this study is to know how the eThekwini municipal IPD can integrate refugees and asylum seekers if there are no policies to deal with them. How the SDF (Spatial Development Framework) can be involved?

The Spatial Development Framework (SDF) of the eThekwini Municipality is the primary spatial strategy response to the development context, needs and vision of the municipality as described in the IDP. It is the primary level of the translation of social, economic and environmental development and management policy into spatial terms and is the primary Land Use Management (LUMS) tool of the Municipality (http://www.durban.gov.za).

In this study, areas where refugees and immigrants stay were indicated, mostly in the Point Road and Russell Street areas, with a few other places in other unseen corners of the city. In most cases, they stay in old buildings in these areas - few of them staying in buildings which are in a good condition. According to the findings of this research, it will be important for the municipality to include policies in municipal acts that will allow and recognise the inclusion of this group in municipal planning strategies.

Spatially, refugees and asylum seekers should be recognised firstly at their point of entry by putting in place receptions centre at borders and the city centre after confirming their entry into

the country and while they are waiting to hear the outcome of their asylum application. At this point, the reception centres should cover both administration and temporary shelters where they can get moral and physical support. Secondly, when they are given their refugee status, they should be allowed to work and have access to other services as the theory of the refugee acts say up to now, and they can be allowed to stay wherever they choose, even to have access to IDP rental. When they get permanent residence or citizenship they should have full access to spatial opportunities including access to low cost housing or RDP housing. This can be the practical reality as social investment is also incorporated in SDF and IDP because capital investment is not really included in the needs and priorities of refugees as there is no single municipal policy that recognises them whether spatially or socially.

7.10.4 CREATING A PLACE WHERE POLITICIANS AND GOVERNMENT OFFICIALS ENGAGE IN A BALANCED DEBATE AND USE APPROPRIATE LANGUAGE WHEN ADDRESSING THE ISSUE OF REFUGEES

Government officials and politicians are in a good position to accommodate and to assist with the integration of refugees. This requires that they explicitly get involved in the issue and provide coherent, accurate and balance perspectives regarding the integration of refugees into urban communities. Governments should identify and counteract misinformation, in particular where it incites fear and mistrust of refugees, and explain clearly that refugees are people in need of international protection. In particular, politicians and government officials should take the lead in using accurate terminology when speaking about asylum seekers, refugees and their own immigration policy. This includes creating a true picture of the character of persecution. The fears and needs of host communities need to be taken seriously but without ignoring the issue, policy-makers must refrain from playing out fears of different population groups against each other.

Furthermore, some other important access enabling refugees to fully integrate needs to be on the government and political agenda. This includes:-

1. Enabling children to obtain at birth the nationality of the country in which they were born, and where their parents have been granted international protection;

2. Removing administrative obstacles by introducing accessible procedures,

3. Providing transparent criteria for acceptance procedures of refugees; and

4. Assessing the suitability of applicants for permanent resident and citizenship.

Consideration should be given to setting up official bodies comprising of refugees to increase refugee participation in local politics. This group should be consulted by the national and local authorities, and asked to inform and advise on the needs and the on-going challenges and successes that refugees encounter in integrating into the host society. Alternatively, a national Commission on refugees could be set up. Such a body would inform and help shape the government's refugee integration policies. The right to vote and stand for election at the local and national level should be granted to refugees within prescribed periods of time. This issue was highlighted by many respondents to a significant factor to reduce the involvement of government authorities in the process of integration.

7.10.5 CREATING A PLACE WHERE ETHNIC DIVERSITY IS CELEBRATED/PROMOTING MULTIPLE IDENTITIES

All cities have many faces. The duality of the informal and formal bears testimony to this observation. eThekwini Municipality confronts this reality in terms of planning and development and decided in terms of its IDP to become inclusive and multicultural. At present the translation of this vision into action for asylum seekers and refugees is quite limited and confined to safe activities and different programs that will bring all residents together and create a common place of cultural diversity. There has been an acknowledgement that one of the challenges faced by eThekwini municipality is how to allocate their responsibilities in regard to the integration of refugees. The vision is already in the place, and what is needed is the interpretation of the current vision in ways that local people and refugees have a common place to live and to achieve a common goal in city development.

With direct practical experience of integrating refugees, the voice of cities and local authorities must be heard at the national level. Where mechanisms are already in place to facilitate dialogue between different spheres of government, issues related to the plight of refugees and asylum seekers need to be included on the agendas of these processes. This would ensure awareness and action on behalf of groups who account for a considerable proportion of the population in cities but might not be present at such meetings themselves. Good communication and partnership at a central government level, across departments and involving non-departmental public bodies, is also needed.

Some places where integration touches successful results like cultural integration, the city planning can extend more programs and projects in that area like art, and give also asylum and refugees a place to exhibit their art and cultural innovation. This process is already in place, what is required from the city is a strategic plan that can allow asylum seekers and refugees in the following programs:-

1. Creating a safe city;
2. Promoting accessible city;
3. Creating a prosperous city;
4. Celebrating our cultural diversity, art and heritage;
5. Ensuring Environmental Sustainability; and
6. Fostering caring and empowering the city (eThekwini Sustainable Cities Exhibition, 2010).

7.11   CONCLUSION

This chapter attempted to present the summary of findings and recommendations. It is difficult legally for an asylum seeker or refugee to find a place and integrate into South Africa cities. Refugees are invisible, especially at municipal level. Research found that while at national level, Immigration Acts and Refugee Acts are available to protect and assist refugees, implementation is still a big challenge to access spatial and socio-economic places. At municipal level, it is a bit of

a scandal because there are no proper policies to deal with refugees. In this context, it is evident from the study that in South Africa there are no clear policies in dealing with refugees and asylum seekers. Once refugees arrive in a new environment in South Africa, such as Metropolitan eThekwini, they find themselves invisible and disadvantaged at the social-economic, institutional and spatial level, and they are exploited in many ways. According to their experiences, they survive on their own through social networks and social capital. The research attempted to also look at the views of different stakeholders to understand how they can be integrated into the municipal IDP. According to their experiences, there is no aspect of urban change or development aspect that can be understood without the understanding of multicultural diversity in the city. The recommendations were based on multiculturalism and an integrated development approach. Within this diversity, different people meet and integrate as they deal with the impact of dislocation from conflict whilst striving for a better standard of living. They need an agency and government to assist them in finding their place in the city and their surrounding communities or in the entire region.

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APPENDIX 1:-INTERVIEW SCHEDULE

CONTENT OF INTERVIEW SCHEDULE

Interview schedule 1: <u>Refugees.</u>

SECTION I: PERSONAL PROFILE

Respondent number:

1. Age:…………………………………………………………………… Home language:………………………………………………………

2. Gender: Male (M): ……………………………………………………… Female (F):…………………………………………………….

3. Marital status: Married (M):……………… Divorce (D):………………Widow (W):…………………Single(S): ……………

4. Number and age of children: 1:………………….. 2:……………….. 3:…………………… 4:……………….. 5:……………..

5. Level of education; Primary (P): ……… Secondary/ H/School(S): ………. Tertiary (T):…………Other(O):………

6. Date of leaving the country (Month/year): …………… Date of arrival in South Africa (Month/Year):……….

7. Occupation (Preview in country of origin): ....(Current in RSA):………………………….

8. What are the main reasons that caused you to leave your country (specify)?
        a. War/Political instability:………
        b. Religion persecution:……
        c. Other Reasons:……
        ………
        ………

9. How did you cross the border? (Clandestinely or with documentation)
        ………
        ………

10. What countries did you travel through to come to South Africa?
        ………
        ………

11. How did you get to Durban from point of entry? (Transport)
        ………
        ………

SECTION II: POLICIES (INTERNATIONAL, NATIONAL)

12. Do you fell part of South Africa local community as a citizen? Yes or No

…….
…….
…….

13. Explain how and why?

…….
…….
…….
…….

14. Do you know what is your rights/obligation as an asylum seeker/refugee in this country? Yes or No.
    a. If yes, state a few of them.

……….
……….
……….
……….

    b. If No, what do you think can be done in order to know them?

……….
……….
……….
……….

15. How do you see your future in this country? (Challenges and expectations).

SECTIONIII: LIFE EXPERIENCES OF REFUGEES LIVING IN ETHEKWINI MUNICIPALITY.

16. Where did you get information to come to South Africa? (Tick one or more options).
        a. A relative.
        b. A friend from my country.
        c. A friend of my friend from same country.
        d. By media (radio, news paper, internet).
        e .Self arrangement.
        f. Other (state):
        ……….
        ……….

17. Where did you stay on your first day in South Africa (Name if is the city)?

        ……….
        ……….

18. The current place to stay (tick).
        a. Point area.
        b. Durban CBD.
        C. Albert park area.

d. Suburban/Township (Provide the area name).

19. Provide your own comment on how did you find the South Africa in relation to how you was
    expected it (Spatial, and social-economic factors)? Explain.
    a. Good place
    b. Bad place
    c. Both
    e. None of the above options (own opinion).
    ………
    ………

20. Why did you choose to stay in this area? (Choose one or more option)
    a. Closer to my relatives
    b. Closer to other refugees sharing the same language/culture
    C. Secure place
    d. Cheaper place
    e. Access to job opportunities.
    f. Other option (state)……
    ………
    ………

21. What other areas do you prefer to stay in? What reasons?
    a. Rural.
    b. Township.
    c. Suburban.
    d. Durban CBD.
    d. Remain where I am staying now.
Reasons:
    ………
    ………

22. Describe on one of your option on the condition of your house/flat
    a. New building conditions.
    b. Medium conditions.
    c. Old house or Flat.
    c. Bad conditions (ready to remove).

23. Tell me the circumstances of how you ended up in this flat
    a. Affordability (Cheaper).
    b. Security.
    c. Does not require a green ID.
    d. Does not require any document at all.
    e. Others

24. Are you sharing this flat/house with other people (yes/No)?
25. If yes, who are they?
    a . Local citizen
    b. Relative members.
    C. Other Refugees/Foreigners.

26. What are your experiences of sharing accommodation?

27. Who is the Landlord (YES/NO)? Provide a name if it is a State Agency.
        a. An Individual.
        b. An Estate Agent.
        c. Other arrangements.

28. What experiences have you have with your land lord since you stay in this residence?

29. What are the required documents to get this accommodation?
        a. Green ID book (Citizen).
        b. Brown ID book (Refugee).
        c. Refugees status.
        d. Refugees permit.
        c. A recommended letter from your employer in combination with one of the above documents.

30. What issues and experiences have you had in providing documents to acquire accommodation?
        …….
        …….

31. Do you have a bank account? Yes/Not

32. What are the difficulties did you experienced to access to it? (Justify your answer)
        …….
        …….
        …….

33. Do you experience any particular problem with South Africa Police Service? Yes or No

34. If yes, describe some of these problems?
        …….
        …….
        …….

33. Do you experience any difficulties in access to the following facilities?   Yes/no   Explain.

        a. Access to Education facilities (all levels of education):……………………………………………………..
        …….
        …….
        …….

        b. Access to health facilities…………………………………………………………………………………………………….
        …….
        …….
        …….

        c. Access to business (formal or informal):……………………………………………………………………………..

…….
…….
…….

      d. Access to socio-cultural facilities (different cultural events):……………………………………………………..
…….
…….
…….

35. Do you know your local leaders? Yes or No

36. If yes explain how do you interact with them?
…….
…….
…….

37. Do you participate in ward meetings? Provide reasons
      a. Regularly
      b. Often
      c. Not at all

38. Describe some of your experiences in ward meetings? Do you have a sense of inclusion?
…….
…….
…….

SECTION IV: VIEWS ON THE EXTENT TO WHICH REFUGEES ARE INTEGRATED

Interview Schedule 2: <u>**Key Roles Players**</u>

A. Municipal departments (Planning, Social and Housing Department)

     Name of institution:..
     Date/Time:..
     Length of work experiences: …………………………………………………………………..

1. What do understand by municipal IDP?
     ………
     ………
     ………

2. Are refugees issues addressed in the municipal IDP (Integrated Development Plans)? Yes/No
     ………
     Explain:……
     ………
     ………

3. What municipal policies are applied in your department in the integration of refugees?
     ………
     ………
     ………
4. How far are refugee issues integrated in your department programs?
     ………
     ………
     ………

5. How can be the following improved to integrate refugees in the 2020 vision integrated development planning of the city.
     a. Social and cultural integration
     b. Economic integration
     C. Spatial integration
     ………
     ………

6. What kind of challenges that you experienced with refugees in this department?
     ………
     ………

B. Department of Home Affairs.

Date/Time: ....
Length of work experiences: …………………………………………………………………………………

7. When did you started to receive/register the refugees in your department (year)?
……..

8. How many refugees that have been registered up today with your department?

Number	Countries	Refugees (Total)
1	DRC	
2	Rwanda	
3	Burundi	
4	Uganda	
5	Tanzania	
6	Kenya	
7	Somalia	
8	Others	
Total		

9. How many refugees are approved to the following applications?
Table 1: Refugee Permits

Country of Origin	Asylum (Permit)			
	New application	Approved	Pending	Rejected
DRC				
Rwanda				
Burundi				
Tanzania				
Uganda				
Total				

Table 2: Refugee Status

Country of Origin	Refugees status			
	New Application	Approved	Rejected	Pending
DRC				
Rwanda				
Burundi				
Tanzania				
Uganda				
Total				

Table 3: Citizenship

Country of Origin	Citizenship			
	New Applications	Approved	Rejected	Pending
DRC				
Rwanda				
Burundi				
Tanzania				
Uganda				
Total				

10. According to Refugees Acts 1998, (Act No 130 of 1998), after how long time the following documents are delivered to refugees.

Type of documents	Asylum seeker	Refugees status(Holding status)	Permanent refugees	Citizenship
Refugee permit				
Refugee status				
Refugee ID				
RSA green ID				

11. Beside documentation, what other type of assistance do you provide for asylum seeker/refugees in your department?
…….
……….

12. What challenges that are you experiencing with refugees in this department?
……….
……….

C. Churches, Non Government Organization (NGO) and Community Base Organization (CBO).

Name of institution: _____
Date/Time: _____
Length of work experiences: _____

12. Do have refugees in your institution?
……….
……….

13. When did you started to assist them (Month/year)?
……….
……….

14. What type of assistance is provided to them?
……….

……

15. Are both refugees and local people coming in your institution or do you have local citizen that are coming? Yes or no.

……

……

15. If yes, how is they relationship?

……

……

16. According to your own experiences on refugees that are coming in your institution, what are the major problems they have?

……

……

17. What challenges that are you experiencing with refugees in this department?

……

……

D. South Africa Police Station

Name of institution: _____
Date/Time: _____
Length of work experiences: _____

18. How do you distinguished refugees?

……

……

18. Are refugees more criminals than local people?

……

……

18. 17. What challenges that are you experiencing with refugees in this department?

……

……

SECTION V: VIEWS ON THE WAYS IN WHICH REFUGEES SHOULD BE INTEGRATED (General questions to all respondents).

   Respondent no/ Name of institution:-………………………………………………………………………………………………
   Date/Time: ………
   Length of work experiences: ……………………………………………………………………………………………………..

20.   What do you understand by 'integration'?

……

……..

……

48.   In your own views, do you think that it is important for refugees to come in South Africa country,
       and particularly in eThekwini municipality? Yes/No and explain.

……..

……..

……..

……..

49   What impacts that refugees can have to this country and to Durban in particular in term of
       security and socio-economic development?

……

……..

……..

……

49.   If yes, what planning strategies do you think the integration (spatial, economic and socio-
       cultural) of refugees in South Africa?

……..

……..

……..

……..