I dream of an Africa which is in peace with itself.

Nelson Mandela
A GUIDE FOR ASYLUM SEEKERS AND REFUGEES THROUGH THE ASYLUM PROCESS IN SOUTH AFRICA
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INTRODUCTION

This manual aims to guide asylum seekers and refugees through the refugee status determination process in South Africa. Furthermore, it is intended to direct individuals to the relevant service providers in Cape Town.

The manual begins by setting out who is a refugee in terms of the South African Refugees Act and International law (UN and OAU Conventions) and provides guidance for navigating the asylum system in South Africa.

This is followed by a catalogue of important contact numbers and supplementary information for accessing legal assistance. It further explains the process of certification necessary for the application of permanent residence and a refugees' right to family unity.

Ideally, this manual will be used in combination with the UCT Refugee Rights Unit's Children's Rights and Detention manuals, which discuss the rights of asylum seekers and refugees in greater detail.
WHO IS A REFUGEE IN SOUTH AFRICAN LAW?

In 1996 South Africa committed itself to the protection of refugees by signing the United Nations and Organisation of African Unity conventions on refugees. The definition of a refugee in the South African Refugees Act (130 of 1998), which incorporates these international law obligations, is someone who:

1. Is outside their home country and who has a well-founded fear of being persecuted on account of his/her race, religion, nationality, political opinion or membership in a particular social group;

   OR

2. Is outside their home country and whose life, physical safety or freedom is threatened on account of external aggression, occupation, foreign domination or other events seriously disturbing or disrupting public order in either part or the whole of that country;

   OR

WHO MAY BE EXCLUDED FROM RECOGNITION AS A REFUGEE?

Persons may be excluded from receiving refugee status if that individual:

1. Has committed a crime against humanity, a war crime, or a crime against peace.

   OR

2. Has committed a serious non-political crime outside South Africa, which if committed in South Africa would be punishable by imprisonment.

   OR

3. He or she has already received protection (refugee status) in another country.

   OR


   OR

5. Is fleeing from justice in another country.

WHO IS NOT A REFUGEE?

The definition of a refugee in the Refugees Act lists specific categories of persons who can qualify for refugee status and therefore excludes all other people who do not fit into any of these categories. For example, an individual who leaves their country due to purely economic hardship is not a refugee. Rather, such an individual is an economic migrant and such an individual, once identified as such, will not be able to claim refugee protection.
APPLYING FOR ASYLUM IN SOUTH AFRICA

Step 1: Entry into Republic of South Africa

When entering the Republic of South Africa, you must declare your intention to apply for asylum ('I want to apply for asylum') at an official port of entry. At the port of entry, you will be required to provide your 'biometrics' (fingerprints and photograph etc.) and other information to an immigration officer: names and surname; date of birth and age; nationality of origin (home country); and 'habitual place of residence' (where you lived for a long period of time) before travelling to South Africa. You will then be given an 'asylum transit visa'. This visa is valid for 5 days only and allows you to travel to the nearest Refugee Reception Office in order to apply for asylum.

Step 2: Refugee Reception Office

You are required to attend a Refugee Reception Office (RRO) with your asylum transit visa within 5 days of arriving in South Africa.

There are currently five (5) RRO’s in South Africa, namely:

PRETORIA: Desmond Tutu Refugee Reception Centre
Address: Corner of Es'kia Mphahlele & Johannes Ramokhoasa Streets, Marabastad, Pretoria, Gauteng
Telephone: 012 395 4175/4000

MUSINA: Musina Refugee Centre
Address: 8 Harold Grenfell Street, Musina, Limpopo
Telephone: 015 534 5300
DURBAN: Durban Refugee Centre
Address: 37 Che Guevara, Glenwood, Durban, Kwazulu Natal
Telephone: 031 361 1201

PORT ELIZABETH: Port Elizabeth Refugee Reception Centre
Address: Nashua Building, corner Lavinia and Stone Street, North End, Port Elizabeth, Eastern Cape
Telephone: 041 404 8304/05/11

CAPE TOWN: Cape Town Refugee Reception Centre
Address: 5th Floor Customs House, Lower Heerengracht Road, Foreshore, Cape Town, Western Cape
Telephone: 021 441 9200/1973

However, only four (4) are fully functional: the Cape Town Refugee Centre was closed in 2012. The unlawful closure was challenged in the matter of Scalabrini Centre, Cape Town v The Minister of Home Affairs (1107/2016) [2017] ZASCA 126 (29 September 2017), whereby the Supreme Court of Appeal ordered the re-opening of the Cape Town Refugee Reception Centre by no later than end of March 2018. However, the Department has failed to open it for new applications for asylum.
ASYLUM PROCESS

See below a diagrammatic explanation of the asylum seeker process.

Refugee Reception office*
Musina/Durban/Pretoria/Port Elizabeth

First Interview
(completing Application Form)

Second Interview
(With RSDO)

Claim Accepted

Section 24/Refugee Status Document + ID + Travel ID

Claim rejected as Manifestly Unfounded OR Abusive OR Fraudulent

Standing Committee
(14 days to submit representations)

Judicial Review to challenge Standing Committee final Rejection

Supreme Court of Appeal

Claim Rejected as Unfounded

Refugee Appeal Authority
(10 days to appeal)

Judicial Review to challenge RAA final Rejection

Supreme Court of Appeal

*Cape Town Refugee Reception Office not presently receiving first time applicants
IMPORTANT POINTS REGARDING THE ASYLUM PROCESS

In time and in person
The asylum application must be made as soon as possible after entering South Africa. It must be made in person at a Refugee Reception Office (RRO).

No fee
There is no payment needed in the asylum process for interviews, or for issuing or renewing of asylum seeker or refugee visas at RROs. If you are requested to pay for any of these services, you have the right to refuse and report the matter to a higher government official, the UNHCR or an NGO.

Confidentiality
The information you provide during your asylum application is kept strictly confidential and may not be shared with anyone, including the government of your home country.

Interpreters
While you can be provided with a competent interpreter during the asylum process, you may also bring your own interpreter to assist you (at your own cost).

Extension of visas
You must ensure that your asylum seeker visa or refugee status document remains valid at all times and is renewed when it expires. You may be arrested if you are found with an expired visa. You can renew an asylum seeker visa at your office of application. However, in the Western Cape, based on two court matters, Mahad Bashir Abdulaabi v Minister of Home Affairs case number 7705/2013 and Ntumba Guella Ndaya & Others v Minister of Home Affairs case
number 6534/2015, asylum seekers can extend their permits at the Cape Town RRO who have applied at another RRO.

A good idea is to make copies of your visa and remember the file number (i.e. CTR/000####/04) on your visa. If you lose your visa, report the loss to the nearest police station and get an affidavit from the police. Take the affidavit and the copy of your visa (if you have one) to the RRO to be re-issued with a new visa.

**Freedom of movement**

With an asylum seeker visa, one can move freely across the country and live wherever one chooses in South Africa.

**STAGE 1: The Application for Asylum Form**

“First interview”

When applying for asylum at the Refugee Reception Office, you will be required to provide the reception officer with the following:

- Your asylum transit visa; and
- Proof of any type of a valid identification document. If you do not have an identification document, you will be required to make a 'declaration of identity' in writing before an immigration officer.

If at the Refugee Reception Office you do not have a valid asylum transit visa, you will be interviewed by an immigration officer and will be required to show good cause (provide good reasons) for your illegal entry or stay in South Africa. You will be required to explain why you were not able to travel through an official port of entry and to attend the Refugee Reception Office in 5 days.
Please note: You may not be turned away from the RRO merely because you do not have a transit visa. According to *Ruta v Minister of Home Affairs [2018] ZACC 52*, once an asylum seeker expresses an intention to apply for asylum, they must be allowed to apply - even if they have delayed in doing so or do not have the asylum transit visa.

Fill out an application form, also called an 'Application for Asylum' form (Form 2 / DHA 1590). The Refugee Reception Officer must help you fill out this form. This stage of the asylum application is referred to as the “first interview”.

Some of the questions that you must respond to at this stage include: your name and your dependants, nationality, ethnic group, religion, family members, education, and work experience, why you left your home country, whether you were politically active or were in the military in your home country and the current situation in your country. All information provided in the 'Application for Asylum' form (Form 2 / DHA 1590) is binding and cannot be changed at a later time. It is important to state the facts for the reasons you left your country and the dates as precisely as possible. Home Affairs will refer to the document in making decisions, so inconsistencies can work against the application. It is also important to list ALL your spouses and dependants: your wife, husband, or partner in a permanent relationship; and children or someone who depends on you to take care of them.

Upon completing your application form, the RRO must provide you with an asylum seeker visa (also called a Section 22 visa). This visa legalizes your stay in South Africa until a final decision is made on your refugee claim. The visa does not recognize you as a refugee yet. The visa is valid for only a limited period and should be renewed from time to time. It is important to renew your visa before it expires.
IMPORTANT TO NOTE: At this point you must be issued with a section 22 asylum visa. In terms of the law your status must be assessed in 180 days - you should therefore be called by the Refugee Status Determination Officer (RSDO) for an interview (stage 2) within 6 months.

Consult a lawyer/ legal service provider if you have not had a second interview within the 6 months.
STAGE 2: The Status Determination Interview

“Second interview”

On a specified date and time, you will be invited for a status determination interview with a Refugee Status Determination Officer (RSDO). Before the interview begins, the RSDO must explain the procedure to you and make sure that you understand your rights and obligations. The RSDO will have with them the application form you completed during the first interview. At this point it is very important that you state your reasons why you have left your country to seek refuge in South Africa.

Where necessary, the RSDO will question you based on the information provided in the application form. While you can be provided with a competent interpreter during the interview, you may also bring your own interpreter to assist you (at your own cost). It is important that you and the interpreter speak the same language and understand each other. The RSDO will then have to decide if your application is accepted or rejected.

WHAT HAPPENS IF YOUR ASYLUM APPLICATION IS REJECTED?

After the “second interview” the RSDO may decide to reject your case as either “manifestly unfounded”, “abusive or fraudulent”, or “unfounded”.

Manifestly unfounded
If your claim has been rejected as manifestly unfounded then this means that the RSDO has decided your claim does not have a potential refugee related basis. If this is the case, the case is automatically referred to the Standing
Committee for Refugee Affairs (SCRA) for review. You may write a letter to the SCRA within 14 days of the rejection, giving reasons for leaving your home country and why you believe it is unsafe to return to your home country at that time.

**Abusive or fraudulent**

An *abusive* application is one that is made with the purpose of evading court proceedings, or application after an earlier rejection without any substantial change in the applicant’s home country. A *fraudulent* application is one that is based on facts, documents, or information that the applicant knows is false.

If this is the case, the case is automatically referred to the Standing Committee for Refugee Affairs (SCRA) for review. You may write a letter to the SCRA within 14 days of the rejection, giving reasons for leaving your home country and why you believe it is unsafe to return to your home country at that time.

**Unfounded**

If your claim is rejected as *unfounded* then this means that the RSDO has decided that your application is made on a potential refugee-related basis but there are no proven merits that you are eligible for refugee status.

If this is the case, then you have the right to lodge a notice of intention to appeal the decision within 10 days of the day you received the rejection. The appeal will be heard by the Refugee Appeals Authority of South Africa (RAASA), which is an independent tribunal that hears appeals from rejected asylum seekers. The appeal is in the form of an oral hearing where you are given an opportunity to state your case.
As explained above rejected decisions by the RSDO will be before either the SCRA (for claims deemed manifestly unfounded) or RAASA (for claims deemed unfounded). They would have to make a final decision on your application for asylum to grant refugee status or reject the application.

**FINAL REJECTION**

According to the Refugees Amendment Act, when an asylum seeker is given their final rejection at the Refugee Reception Office, either from RAASA or the SCRA, they may be immediately arrested, and may be held in custody for the purposes of deportation. Immigration officers must bring you within 48 hours (2 days) before a Magistrates Court within the jurisdiction to appear on the deportation application, which is to be confirmed or denied by a magistrate.

Should your application be finally rejected it is not the end. Your matter can still be brought before the High Court in the province in the form of a Judicial Review.

**JUDICIAL REVIEW**

Asylum seekers have the right to have their final rejections by the RAA and the SCRA reviewed in terms of the Promotion of Administrative Justice Act (PAJA) and must tell this to the magistrate in order to be released. A court may review and set aside the decision to reject the application if it can be proved that the decision was made unlawfully, unreasonably or without fairness in procedure. Usually the application will be sent back to the RAA or SCRA to be considered again. An asylum seeker cannot have their initial
rejection reviewed by a court: they must first attempt to appeal it through the appeals authority.

The asylum seeker must immediately seek the assistance of a legal service provider to make the application for Judicial Review. This application must be launched at the High Court no later than 180 days (6 months) from the date you became aware of the final rejection notice.

**WHAT HAPPENS IF YOU ARE GRANTED REFUGEE STATUS?**

If your asylum application is accepted, you will receive or can apply for the following:

1. **Refugee status document**
   This is written formal recognition of refugee status [Form 10 (DHA-1693)] from Home Affairs which is valid for 4 years.
CERTIFICATE OF RECOGNITION OF REFUGEE STATUS IN RSA
PARTICULARS OF RECOGNISED REFUGEE IN THE RSA

FIRST NAME(S): 
SURNAME: 
GENDER: 
DATE OF BIRTH: 
COUNTRY OF ORIGIN: 
NATIONALITY: 
MARITAL STATUS: 

It is hereby certified that the person whose particulars appear above has, in terms of section 24(3) (a) of the Refugees Act 1998 (Act 130 of 1998), been granted status as a refugee in the Republic of South Africa (RSA) until [ ] on condition that this certificate of recognition shall lapse if the holder fails to apply for the renewal of this certificate before the expiry date or departs permanently from the Republic.

FURTHER CONDITIONS

1. The holder of this certificate shall immediately upon receipt hereof apply for a refugee Identity Document in the RSA as contemplated in section 30 of the Refugees Act, 1998 (Act, 130 of 1998).
2. The holder of this certificate is required to submit representation in writing of intention to extend this visa 90 days prior to the expiry date at the designated Refugee Reception Office.
3. The Certificate of Recognition of Refugee Status in RSA shall be withdrawn if the holder has been convicted and sentenced for a criminal offence.
4. The holder may not depart the Republic without a valid Refugee Travel Document issued to him or her as contemplated in section 31 of the Refugees Act, 1998 (Act, 130 of 1998).
5. The holder must forthwith, in writing notify the Refugee Reception Office of any change to his or her residential address.
6. The holder ceases to qualify for refugee status under the circumstances mentioned in section 5 of Refugees Act, 1998 (Act No. 130 of 1998).
7. The Certificate of Recognition of Refugee Status in RSA shall be withdrawn if the holder has been recognised as a refugee erroneously as contemplated in section 36 of the Refugees Act, 1998 (Act, 130 of 1998).

DIRECTOR – GENERAL
DEPARTMENT OF HOME AFFAIRS

ISSUING OFFICE

ORIGINALLY CAPTURED:
DATE:
DESIGNATED RRO:

PRINTED BY RSO:
DATE:
PLACE:
SIGNATURE:

FINGERPRINT IMPRESSION

ORIGINALLY ISSUED IN:
NUMBER OF EXTENSION:

RSOD SIGNATURE:
VISA HOLDER SIGNATURE:

Picture of a section 24 refugee status document
2. **Refugee identity document (ID)**
Immediately after receiving a status document, one can apply for a refugee identity document at the RRO. The ID book contains an important **13-digit identification** number which is linked to your reference number.

The validity of the ID follows the duration of the refugee status document and requires applications for renewal in conjunction with the refugee status document. You must apply for renewal of this document in person at the Refugee Reception Office prior to the expiry of the document.

3. **Refugee travel document (DHA-1705)**
After receiving a status document, one can apply for a refugee travel document. The travel document allows you to travel to any other country (subject to visa requirements). However, it does NOT allow you to travel to your home country. Travelling to your home country could lead to your status being withdrawn.

The travel document will be valid for the same period as the refugee status document i.e. 4 years.

4. **Permanent residence**
After **10 years of continuous recognition as a refugee** in South Africa you may apply for permanent residence, only if the Standing Committee certifies that you will remain a refugee indefinitely.
STEP I: Certification Application in terms of the Refugees Act

A person may ask for a certification application form at a Refugee Reception Office or a legal service provider. In the application form, a person must state the reasons why they left and why he or she will remain a refugee indefinitely due to the present conditions in the country of origin.

As it is an application by nature it is possible that the Standing Committee may approve or deny an application for certification for permanent residence.

Rejection/denial of certification application
The SCRA first issue a notice of intention to withdraw, after which immediate legal services assistance is needed. Written representations need to be submitted within 30 days from the date you became aware of such notice.

However, when notice is given, the SCRA may not at the same time withdraw a person's refugee status. The Standing Committee will review your written representation submissions and make a decision. While the SCRA is in the process of making a decision, you must continually renew your refugee visa.

Approved certification application
**STEP II: Permanent residence application in terms of the Immigration Act**

This application is made at VFS Global, a company linked to the Department of Home Affairs. More information on how to prepare your application, how to apply, and matters after submission can be found on the website https://www.vfsglobal.com/dha/southafrica/

**HOW CAN YOUR REFUGEE STATUS BE WITHDRAWN?**

Your refugee status may be withdrawn by the Standing Committee for Refugee Affairs if:

1. Your application was granted upon false information or due to fraud or forgery.

   **OR**

2. The circumstances or reasons why you were granted asylum cease to exist and no other circumstances have occurred which may give good reason for your refugee status to continue (however, this ground does not apply if you have compelling reasons, arising out of previous persecution, for refusing to avail yourself of the protection of your country).

   **OR**

3. You voluntarily re-avail yourself of the protection of your home country.
The Standing Committee must inform you of its intention to withdraw your status and the reasons or the withdrawal. Should this occur you will have the right to make a written submission regarding the withdrawal of your refugee status to the Standing Committee within 30 days of receipt of this notice. If you need assistance with this, please contact a legal counsellor.

Once again, the decision of the Standing Committee may be reviewed by the High Court if the decision of the Committee was reached improperly on legal grounds.

**THE RIGHT TO FAMILY UNITY: FAMILY JOINING APPLICATION**

Family members, be it a spouse or child/ren often do not leave their country of origin together and get reunited after some time. Children are also born, and spouses marry in the host country and in all these instances it is important to report to the Department of Home Affairs immediately to get documentation. This is considered a family joining application in terms of section 3(c) of the Refugees Act. Interviews are conducted by the Department of Home Affairs officials. You must produce the original and certified copies of marriage certificate, birth certificate/s and in the absence of these documents produce a detailed sworn affidavit.

In the matter of *Scalabrini Centre of Cape Town v Minister of Home Affairs and other 5242/16*, the Western Cape High Court set out the categories of family joining and at a later stage Standard Operation Procedures (SOP's) were produced setting out a step by step process.
CONTACTS FOR LEGAL ADVICE

If at any stage during the asylum process, you require guidance or legal advice about your rights, your obligations, or procedural matters, the following organisations may be of assistance to you. These organisations provide FREE legal advice.
University of Cape Town (UCT) Refugee Rights Unit
The Refugee Rights Unit provides legal support services to the growing number of refugees and asylum seekers in South Africa. We assist asylum seekers and refugees in navigating the complex asylum seeker system in South Africa.

We provide direct legal service and conduct a research unit which researches refugee law and related topics and aims at addressing the ills within the asylum seeker system in South Africa. We have an advocacy program aimed at training refugee communities, civil society partners, government officials and the judiciary.

The Refugee Rights Unit is the legal implementing partner of the UNHCR for Cape Town. Therefore, the Unit addresses concerns and enquiries about the legal protection of refugees.

All services for refugees and asylum seekers are free of charge. The Project provides legal advice, representation before the Refugee Appeal Authority and liaises with the Department of Home Affairs on issues affecting refugees and asylum seekers. Furthermore, the Unit intervenes in arrest, detention and deportation matters and undertakes strategic impact litigation to further the rights of refugees.

Address: 3rd Floor Kramer Law School Building
Middle Campus
1 Stanley Road
Rondebosch 7701
Telephone: 021 650 5581
Email: refugeelawclinic@uct.ac.za
Website: http://www.refugeerights.uct.ac.za/
Facebook: UCT REFUGEE RIGHTS CLINIC – https://www.facebook.com/UCTRefugeeRightsClinic/

Appointment procedure:
Please call the clinic to make an appointment from Monday to Thursday. You can do so on 021 650 5581 or email on refugeelawclinic@uct.ac.za

OTHER PUBLIC INTEREST ORGANISATIONS THAT ASSIST ASYLUM SEEKERS AND REFUGEES:

Lawyers for Human Rights
Town: Pretoria
Telephone: 012 320 2943
Fax: 012 320 2949 / 012 320 7681
Address: Kutlwaneong Democracy Centre, 357 Visagie Street,  Pretoria 0002

Town: Johannesburg
Telephone: 011 339 1960
Fax: 011 339 2665
Address: 2nd Floor, Braamfontein Centre, 23 Jorissen Street (corner of Jorissen & Jan Smuts), Braamfontein 2001
Refugee and Migrant Rights Programme (RMRP)

Town: Durban
Telephone: 031 301 0531
Fax: 031 301 0538
Address: Room S104, Diakonia Centre, 20th Diakonia Avenue (formerly St. Andrews Street), Durban 4001

Town: Musina
Telephone: 015 534 2203
Fax: 015 534 3437
Address: 18 Watson Avenue, Musina

Nelson Mandela University - Port Elizabeth

Department: Refugee Rights Centre
Telephone: 041 504 4705
Fax: 041 504 2574 / 2731
Email: info@mandela.ac.za
Address: Faculty of Law, Room 101, Bird Street Campus
Legal Resources Centre (LRC)
The LRC is a human rights NGO with branches throughout South Africa. The LRC aims to use the law as an instrument of justice for the vulnerable and marginalised individuals. The Legal Resources Centre provides free legal assistance to refugees and asylum seekers in public interest matters i.e. to refugees/asylum seekers whose legal problems are representative of a group or class of people.

Telephone: 021 879 2398  
Fax: 021 423 0935  
Address: 54 Shortmarket Street, Greenmarket Place 10th Floor, Cape Town  
Website: www.lrc.org.za  
Service times: Monday to Friday: 08:30 - 13:00 & 14:00 - 16:30  

The Women's Legal Centre (WLC)
The WLC seeks to advance the struggle for equality for women who suffer socio economic disadvantage through the promotion and development of human rights for women.

Telephone: 021 4245 660  
Address: 5 St. George, 2nd floor, Cape Town  
Website: www.wlce.co.za  
Service times: Monday to Friday: 08:30 - 17:00
Legal Aid South Africa
For all criminal matters, such as robbery, theft, assault, etc., it advisable that refugees and asylum seekers approach one of the Legal Aid offices in the area where they are charged.

Athlone:
Address: 2nd Floor, Melofin Centre, Athlone
Telephone: 021 697 5252

Bellville:
Address: Van Der Stel Building, Cnr. Voortrekker & Durban Road
Telephone: 021 949 3062

Cape Town:
Address: 5th Floor Nedbank Building, 85 St. Georges Mall
Telephone: 021 426 4126

George:
Address: Tommy Joubert Building, Cnr. Craddock & Courtenay St
Telephone: 044 802 8600

Caledon:
Address: 3 Mill Street, Caledon
Telephone: 028 212 1815
Stellenbosch:
Address: Room 101, 1st floor, Eikestad Mall
Telephone: 021 882 9221

Vredendal:
Address: 9 Dorp Street
Telephone: 027 201 1030

Worcester:
Address: Nedbank Building, Cnr. High & Stockenstrom Street
Telephone: 023 348 4051

Website: www.legal-aid.co.za
Service times: Monday to Friday: 08:30 - 17:00
UCT Refugee Rights Clinic
Kramer Law School Building
1 Stanley Road, Rondebosch
Tel: 021 650 5581 | WhatsApp: 072 499 8146
Email: refugeelawclinic@uct.ac.za