

Chapter XV

Refugees and displaced persons

During 1992, the world's refugee population increased by almost 2 million, to 18.9 million. In the post-cold war era, resurgent nationalism, together with the economic and social consequences of the collapse of the old world order, had led to a multiplication of conflicts, many of which also resulted from ethnic, tribal or religious tensions.

The Office of the United Nations High Commissioner for Refugees (UNHCR) undertook to strengthen its emergency preparedness and response capacity, and to couple it with political initiatives to promote the safe and voluntary return of refugees to their countries of origin.

In October, the UNHCR Executive Committee considered international protection of refugees; the refugee situation in Afghanistan, Africa, Cambodia and Yugoslavia; the follow-up to the International Conference on Central American Refugees; and refugee women and children.

The Nansen Medal for 1992—presented since 1954 in honour of Fridtjof Nansen, the first League of Nations High Commissioner for Refugees—was awarded to Dr. Richard von Weizsäcker, President of Germany, for his stand against all forms of intolerance and xenophobia and his support for refugees.

Programme and finances of UNHCR

Programme policy

Executive Committee action. At its forty-third session (Geneva, 5-9 October 1992), the Executive Committee of the UNHCR Programme(1) expressed concern about the inadequacy of international protection for various groups of refugees and noted the scale and complexity of the refugee problem, the risk of new refugee situations developing, and the challenges posed to refugee protection by the constantly changing global political, social and economic climate. The Executive Committee deplored ethnic and other forms of intolerance as a major cause of forced migratory movement, and expressed its concern regarding xenophobia in segments of the population in a number of countries receiving refugees and asylum-seekers.

Deploping the tragic events in the former Yugoslavia, which had resulted in the displacement

of more than 3 million persons, the Executive Committee urged all Governments and parties concerned to contribute generously to the United Nations Consolidated Inter-Agency Programme of Action and Appeal for Former Yugoslavia, which had been issued on 4 September 1992.

The Committee noted the precarious situation of many refugee women, whose physical safety was often endangered and who did not always have access to basic necessities. It encouraged UNHCR to take further measures to enhance the protection of refugee women and children and welcomed the appointment of a Senior Coordinator for Refugee Children.

The Executive Committee requested the High Commissioner to seek expanded cooperation with other international bodies, such as the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the World Food Programme (WFP), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Environment Programme, the United Nations Centre for Human Rights, the International Organization for Migration and the International Committee of the Red Cross (ICRC), to expand awareness of the link between refugees and human rights, as well as development and environmental issues.

ECONOMIC AND SOCIAL COUNCIL ACTION

On 31 July 1992, by decision 1992/304, the Economic and Social Council took note of the High Commissioner's report for 1991/92.(2)

GENERAL ASSEMBLY ACTION

On 16 December 1992, the General Assembly, on the recommendation of the Third (Social, Humanitarian and Cultural) Committee, adopted without vote resolution 47/105.

Office of the United Nations High Commissioner for Refugees

The General Assembly,

Having considered the report of the United Nations High Commissioner for Refugees on the activities of her Office, as well as the report of the Executive Committee of the Programme of the United Nations High Commissioner on the work of its forty-third session, and taking note of the statement made by the High Commissioner on 10 November 1992,

Recalling its resolution 46/106 of 16 December 1991,

Reaffirming the purely humanitarian and non-political character of the activities of the Office of the High Commissioner, as well as the fundamental importance of the international protection function of the High Commissioner and the need for States to cooperate with the High Commissioner in the exercise of this primary and essential responsibility,

Noting with satisfaction that one hundred and fourteen States are now parties to the 1951 Convention and/or the 1967 Protocol relating to the Status of Refugees,

Welcoming the valuable support extended by Governments to the High Commissioner in carrying out her humanitarian tasks,

Noting with concern that the number of refugees and displaced persons of concern to the High Commissioner, as well as of other persons to whom her Office is asked to extend assistance and protection, has continued to increase and that their protection continues to be seriously jeopardized in many situations as a result of non-admission, expulsion, refoulement and unjustified detention, as well as other threats to their physical security, dignity and well-being, and lack of respect for fundamental freedoms and human rights,

Commending the continued efforts of the High Commissioner to improve the situation of refugee women and children, who represent the majority of refugee populations and who, in many cases, are exposed to a variety of difficult situations affecting their physical and legal protection, as well as their psychological and material well-being,

Emphasizing the need for States to assist the High Commissioner in her efforts to find durable and timely solutions to the problems of refugees based on new approaches that take into account the current size and characteristics of these problems and are built on respect for fundamental freedoms and human rights and internationally agreed protection principles and concerns,

Welcoming the commitment of the High Commissioner, bearing in mind her mandate and responsibilities, to explore and undertake activities aimed at preventing conditions that give rise to refugee outflows, as well as to strengthen emergency preparedness and response mechanisms and the concerted pursuit of voluntary repatriation,

Commending those States, particularly the least developed among them, which, despite severe economic and development challenges of their own, continue to admit large numbers of refugees and displaced persons of concern to the High Commissioner into their territories, and emphasizing the need to share the burden of these States to the maximum extent possible through international assistance, including development-oriented assistance, and through promotion of durable solutions,

Commending the High Commissioner and her staff for the dedicated manner in which they discharge their responsibilities, and paying special tribute to those staff members who have lost their lives in the course of their duties,

1. Strongly reaffirms the fundamental nature of the function of the Office of the United Nations High Commissioner for Refugees to provide international protection and the need for States to cooperate fully with the Office in fulfilling this function, in particular by acceding to and fully and effectively implementing the relevant international and regional refugee instruments;

2. Recognizes the increasing magnitude and complexity of present refugee problems, the risk of further refugee outflows in certain countries or regions and the challenges confronting refugee protection;

3. Emphasizes the need to keep issues related to refugees, displaced persons, asylum-seekers and other migratory flows firmly on the international political agenda, especially the question of solution-oriented approaches to deal with such contemporary problems and their causes;

4. Calls upon all States to refrain from taking measures that jeopardize the institution of asylum, in particular by returning or expelling refugees contrary to the fundamental prohibitions against these practices, and urges States to ensure fair and efficient determination procedures for asylum-seekers and to continue to give humane treatment and to grant asylum to refugees;

5. Expresses deep concern regarding persistent problems in some countries or regions, which seriously jeopardize the security or well-being of refugees, including incidents of refoulement, expulsion, physical attacks and detention under unacceptable conditions, and calls upon States to take all measures necessary to ensure respect for the principles of refugee protection as well as humane treatment of asylum-seekers in accordance with internationally recognized human rights norms;

6. Acknowledges with appreciation the progress made in the implementation of the Guidelines on the Protection of Refugee Women and calls upon States, the High Commissioner and other parties concerned to cooperate in eliminating all forms of discrimination, sexual exploitation and violence against female refugees and asylum-seekers and in promoting their active involvement in decisions affecting their lives and communities;

7. Welcomes the appointment of a Senior Coordinator for Refugee Children, and reiterates the importance of promoting measures to ensure the protection and well-being of refugee children, in particular unaccompanied minors, in coordination with States and other international, intergovernmental and non-governmental or organizations;

8. Welcomes also the proposal of the High Commissioner to appoint an environmental coordinator responsible for developing guidelines and taking other measures for incorporating environmental considerations into the programmes of the Office of the High Commissioner, especially in the least developed countries, in view of the impact on the environment of the large numbers of refugees and displaced persons of concern to the High Commissioner;

9. Reaffirm the importance of attaining durable solutions to refugee problems, including voluntary repatriation, integration in the country of asylum and resettlement in third countries, as appropriate, and urges all States and relevant organizations to support the High Commissioner in her efforts to search for durable solutions to the problem of refugees and displaced persons, primarily through the preferred solution of voluntary repatriation;

10. Underlines strongly State responsibility, particularly as it relates to the countries of origin, including addressing root causes, facilitating voluntary repatriation of refugees and the return, in accordance with international practice, of their nationals who are not refugees;

11. Notes the significant organized voluntary repatriation movements that have taken place in 1992, and calls

upon all States and relevant organizations to support the High Commissioner in continuing and further reinforcing her efforts to promote conditions conducive to voluntary return in safety and dignity;

12. Urges the High Commissioner to continue her efforts to involve international, national and intergovernmental development agencies, as well as non-governmental agencies, in the planning phases for voluntary repatriation, so as to ensure that basic reintegration assistance is complemented by broader development initiatives focused on the areas of return;

13. Supports the strengthened efforts by the High Commissioner to explore protection and assistance strategies that aim at preventing conditions that give rise to refugee outflows and at addressing their root causes, and urges her to pursue such efforts, bearing in mind fundamental protection principles and her mandate, in close coordination with the Governments concerned and within an inter-agency, intergovernmental and non-governmental framework as appropriate;

14. Welcomes, in this context, efforts by the High Commissioner, on the basis of specific requests from the Secretary-General or the competent principal organs of the United Nations and with the consent of the concerned State, to undertake activities in favour of internally displaced persons, taking into account the complementarities of the mandates and expertise of other relevant organizations;

15. Recognizes the importance of the promotion of refugee law as an element of emergency preparedness, as well as to facilitate prevention of and solutions to refugee problems, and calls upon the High Commissioner to continue to strengthen the training and promotion activities of her Office;

16. Strongly deplores ethnic and other forms of intolerance as one of the major causes of forced migratory movements, and urges States to take all necessary steps to ensure respect for human rights, especially the rights of persons belonging to minorities;

17. Notes the relationship between situations giving rise to refugee flows and lack of respect for human rights, and encourages the High Commissioner to continue her efforts to increase cooperation with the Commission on Human Rights, the Centre for Human Rights of the Secretariat and relevant organizations;

18. Expresses concern regarding xenophobia and racist attitudes in segments of the population in a number of countries receiving refugees and asylum-seekers, which expose them to considerable danger, and, therefore, calls upon States and the Office of the High Commissioner to continue to work actively to promote broader understanding throughout national communities of the plight of refugees and asylum-seekers;

19. Welcomes the progress made by the High Commissioner in her efforts to enhance the capacity of her Office to respond to emergencies, and encourages her to continue to work closely with the Under-Secretary-General for Humanitarian Affairs, as well as with United Nations organizations and governmental, intergovernmental or non-governmental bodies, to assure a coordinated and effective response to complex, humanitarian emergency situations;

20. Expresses deep concern at conditions, in a number of countries or regions, which seriously endanger the delivery of humanitarian assistance and the security of the staff of the High Commissioner and other relief

workers, deplores the recent loss of lives among the staff involved in humanitarian operations, and calls upon States to take all necessary measures to ensure the safe and timely access for humanitarian assistance and the security of international and local staff undertaking humanitarian work in their countries;

21. Expresses deep appreciation for the generous humanitarian response of receiving countries, in particular those developing countries that, despite limited resources, continue to admit large numbers of refugees;

22. Urges the international community, including non-governmental organizations, in accordance with the principle of international solidarity and in the spirit of burden-sharing, to continue to assist the countries referred to in paragraph 21 and the High Commissioner in order to enable them to cope with the additional burden that the care of refugees and asylum-seekers represents;

23. Calls upon all Governments and other donors to contribute to the programmes of the High Commissioner and, taking into account the need to achieve greater burden-sharing among donors, to assist the High Commissioner in securing additional and timely income from traditional governmental sources, other Governments and the private sector in order to ensure that the needs of refugees, returnees and displaced persons of concern to the High Commissioner are met.

General Assembly resolution 47/105

16 December 1992 Meeting 89 Adopted without vote

Approved by Third Committee (A/47/715) without vote, 18 November (meeting 43); 66-nation draft (A/C.3/47/L.36), orally revised; agenda item 96.

Sponsors: Afghanistan, Albania, Argentina, Australia, Austria, Azerbaijan, Belgium, Belize, Bulgaria, Burundi, Cameroon, Canada, Chile, Costa Rica, Côte d'Ivoire, Croatia, Cyprus, Czechoslovakia, Denmark, Egypt, El Salvador, Ethiopia, Finland, France, Germany, Ghana, Greece, Guatemala, Guinea-Bissau, Haiti, Hungary, Iceland, Ireland, Israel, Italy, Japan, Luxembourg, Mauritius, Morocco, Mozambique, Namibia, Netherlands, New Zealand, Nicaragua, Nigeria, Norway, Pakistan, Panama, Philippines, Poland, Portugal, Republic of Korea, Romania, Russian Federation, Rwanda, Samoa, Spain, Sudan, Sweden, Togo, Turkey, United Kingdom, United Republic of Tanzania, United States, Uruguay, Venezuela.

Meeting numbers. GA 47th session: 3rd Committee 34-39, 41-43; plenary 89.

Continuation of UNHCR

In accordance with a 1987 General Assembly resolution,⁽³⁾ the Assembly reviewed the arrangements for UNHCR to determine whether the Office should continue beyond 31 December 1993.

On 16 December 1992, the Assembly, on the recommendation of the Third Committee, adopted without vote resolution 47/104.

Continuation of the Office of the United Nations High Commissioner for Refugees

The General Assembly,

Recalling its resolution 42/108 of 7 December 1987, in which it decided to review, not later than at its forty-seventh session, the arrangements for the Office of the United Nations High Commissioner for Refugees with a view to determining whether the Office should be continued beyond 31 December 1993,

Recognizing the need for concerted international action on behalf of the increasing numbers of refugees and displaced persons of concern to the High Commissioner,

Considering the outstanding work that has been performed by the Office of the High Commissioner in providing international protection and material assistance to refugees and displaced persons as well as in promoting permanent solutions to their problems,

Noting with deep appreciation the effective manner in which the Office of the High Commissioner has been dealing with various essential humanitarian tasks entrusted to it,

1. Decides to continue the Office of the United Nations High Commissioner for Refugees for a further period of five years from 1 January 1994;

2. Decides also to review, not later than at its fifty-second session, the arrangements for the Office of the High Commissioner with a view to determining whether the Office should be continued beyond 31 December 1998.

General Assembly resolution 47/104

16 December 1992 Meeting 89 Adopted without vote

Approved by Third Committee (A/47/715) without vote, 18 November (meeting 43); 65-nation draft (A/C.3/47/L.34); agenda item 96.

Sponsors: Afghanistan, Argentina, Australia, Austria, Azerbaijan, Bangladesh, Belgium, Belize, Bulgaria, Canada, Chile, China, Costa Rica, Côte d'Ivoire, Croatia, Cyprus, Czechoslovakia, Denmark, Djibouti, El Salvador, Egypt, Ethiopia, Finland, France, Germany, Greece, Guatemala, Guinea, Guinea-Bissau, Haiti, Honduras, Hungary, Iceland, Ireland, Israel, Italy, Japan, Liechtenstein, Luxembourg, Malaysia, Mauritius, Morocco, Namibia, Netherlands, New Zealand, Nicaragua, Nigeria, Norway, Panama, Philippines, Poland, Portugal, Romania, Rwanda, Samoa, Spain, Sudan, Sweden, Thailand, Turkey, United Kingdom, United Republic of Tanzania, United States, Venezuela, Uruguay.

Meeting numbers. GA 47th session: 3rd Committee 34-39, 41-43; plenary 89.

Financial and administrative questions

UNHCR total voluntary funds expenditure in 1992 amounted to \$1,071.9 million. In addition, the United Nations regular budget contribution to UNHCR amounted to \$21.2 million. In terms of activities and related expenditure, 1992 was a record year in UNHCR's history, exceeding 1991 expenditure by 24 per cent. In 1992, expenditures under General Programmes amounted to \$382.1 million. Expenditures under Special Programmes totalled \$689.8 million, with about 45 per cent of that amount relating to UNHCR's activities in the former Yugoslavia. Other important expenditures concerned Indo-Chinese refugees, Afghan and Cambodian repatriation programmes and special emergency programmes in the Horn of Africa. Special appeals were made in 1992 for repatriation (Angola, Cambodia, the Comprehensive Plan of Action for Indo-Chinese Refugees, Eritrea, Sri Lanka) while others were made for emergencies (Bangladesh, the former Yugoslavia). UNHCR also appealed for funds in cooperation with the United Nations. In 1992, it contributed to consolidated inter-agency appeals issued by the United Nations Department of Humanitarian Affairs and the Secretary-General for Afghanistan, Armenia, Azerbaijan, Cambodia, the Horn of Africa, the drought emergency in southern Africa and the former Yugoslavia (for details on the activities of the United Nations Department of Humanitarian Affairs, see PART THREE, Chapter III).

The Executive Committee in 1991 had approved a budgetary target for General Programmes amounting to \$373.1 million for 1992.(4) Projected needs for Special Programmes at that time amounted to \$568.1 million, bringing total needs for 1992 to an estimated \$941.2 million. An increase in the General Programmes target for 1992 from \$373.1 million to \$386.4 million, mainly to cover newly identified needs in Africa in addition to measures under the Emergency Fund, was approved by a special session of the Executive Committee on 26 June.(5) Projections made in December 1991 for Special Programmes activities were updated during the first half of 1992 in response to developments in the former Yugoslavia and to meet the needs of the repatriation programme for Afghan refugees.

In October,(1) the Executive Committee approved the country and area programmes and the overall allocations for the 1993 General Programmes, amounting to \$378.2 million, including \$20 million for the Emergency Fund.

On 17 December,(6) the Executive Committee approved a 1993 General Programmes target of \$413.6 million (including \$25 million for the Emergency Fund, \$20 million for a General Allocation for Voluntary Repatriation and a Programme Reserve of \$33.5 million). Projections for 1993 under Special Programmes amounted to \$959.7 million, of which \$447.6 million was budgeted for the former Yugoslavia.

Accounts

1991 accounts

The audited financial statements on funds administered by UNHCR for the year ended 31 December 1991 showed a total expenditure of \$863 million and total income of \$952 million.(7)

In October,(1) the Executive Committee noted the observations of the Board of Auditors relating to management issues, especially those dealing with financial management and control systems, and urged UNHCR to enhance its internal control procedures and those of its operational partners.

In December, the General Assembly, in resolution 47/211, accepted the financial report of the Board of Auditors and a summary of its principal findings, conclusions and recommendations for remedial action(8) and approved the Board's recommendations and conclusions together with the comments contained in the report of the Advisory Committee on Administrative and Budgetary Questions.(9)

Subcommittee on Administrative and Financial Matters

The Executive Committee's Subcommittee on Administrative and Financial Matters in 1992

(Geneva, 2 October)(10) considered a broad range of issues, including an update on UNHCR programmes and funding; refugee women and children; UNHCR's emergency response capacity; voluntary repatriation; evaluation activities; refugee statistics; the environment; and the status of women in UNHCR.

REFERENCES

(1)A/47/12/Add.1. (2)A/47/12. (3)YUN 1987, p. 879, GA res. 42/108, 7 Dec. 1987. (4)YUN 1991, p. 705. (5)A/AC.96/791. (6)A/AC.96/806. (7)A/47/5/Add.5. (8)A/47/315. (9)A/47/500. (10)A/AC.96/803.

Refugee assistance and protection

Assistance

During 1992,(1) UNHCR continued to implement the High Commissioner's three-pronged strategy of prevention, preparedness and solutions, as the global refugee situation again deteriorated. While responding to refugee situations in countries of asylum, it also sought to prevent and contain refugee movements. UNHCR began to provide assistance not only to refugees, returnees and displaced persons, but also, in the case of the former Yugoslavia, to people directly threatened by expulsion or ethnic cleansing.

UNHCR was confronted with emergency situations in many parts of the world. It actively pursued durable solutions for refugees, especially through voluntary repatriation, while seeking to interest Governments, development agencies and financial institutions in improving infrastructure in areas of return devastated by war.

The UNHCR Emergency Fund was used frequently in response to emerging refugee situations. It was used in 1992 to assist Somali refugees in Yemen (\$3.8 million) and Kenya (\$2.5 million), Bhutanese refugees in Nepal (\$3.4 million), Sierra Leonean refugees in Liberia (\$2.5 million), Mozambican refugees in Zimbabwe (\$1.5 million), as well as refugees and displaced persons from Armenia and Azerbaijan (\$1.5 million). Total expenditure from the Emergency Fund in 1992 amounted to \$19.2 million. In December,(2) the Executive Committee approved an increase, effective 1 January 1993, raising the ceiling of the Fund from \$20 million to \$25 million, and increasing the amount available for a single emergency in a given year from \$6 million to \$8 million. Emergency assistance programmes that were funded from special appeals included: the former Yugoslavia, to assist those uprooted by the ongoing conflict (\$294.4 million); Bangladesh, to assist a new influx of Rohingya refugees from Myanmar (\$18.4 million); and Iraq, for assistance to the

Kurdish population in the north of the country (\$17.7 million).

Following the emergency phase of a refugee operation, the basic needs of the refugees were met through care and maintenance assistance. During 1992, such assistance amounted to \$214.7 million under General Programmes and \$91.3 million under Special Programmes. In Africa, care and maintenance programmes continued in Kenya (\$59 million), Ethiopia (\$29 million), Malawi (\$27.4 million) and Guinea (\$16.3 million). The situation in the Horn of Africa required large-scale care and maintenance assistance, which was mostly provided in Kenya for Somali refugees. A significant cross-border operation inside Somalia aimed to avert further influxes of refugees into Kenya. Substantial care and maintenance programmes were also implemented in Côte d'Ivoire, the Sudan and Zimbabwe. Elsewhere, care and maintenance assistance continued for Vietnamese in South-East Asian camps and Hong Kong. The largest programmes were in Hong Kong (\$17.1 million) and Thailand (\$16.4 million). During 1992, however, new arrivals of Vietnamese asylum-seekers virtually ceased. In addition, major programmes were carried out in South-West Asia, particularly in Pakistan where a sizeable Afghan refugee population remained (\$24.1 million). In Latin America, the only significant care and maintenance programme was in Mexico for Guatemalan refugees (\$3.1 million), pending their voluntary repatriation.

UNHCR also continued its efforts to provide durable solutions to refugees through local integration and resettlement in addition to voluntary repatriation. In 1992, expenditures to promote durable solutions under both General and Special Programmes amounted to some \$319 million.

An estimated 2.4 million refugees returned to their homes during the year. Among the most significant repatriation movements were 360,000 persons to Cambodia, principally from Thailand, and 1,274,016 from Pakistan to Afghanistan. Another 250,000 Afghans returned from Iran. About 1.5 million Mozambican refugees were also being prepared for repatriation. Expenditures on voluntary repatriation under both General and Special Programmes totalled \$229 million.

UNHCR supported the local settlement of refugees within host countries, obligating some \$76 million under General and Special Programmes. Assistance included the promotion of agricultural and non-agricultural activities, improvements in infrastructure, and skills training in Côte d'Ivoire, Guinea and Senegal. Organized rural settlements were supported in China, Ethiopia, Mexico, Uganda, Zaire and Zambia.

Resettlement was sought for some 42,300 persons in 1992 and, of that number, UNHCR regis-

tered 34,510 departures. The main focus for resettlement activity was the Middle East, where UNHCR sought to resettle some 30,000 Iraqi refugees from Saudi Arabia. About 7,200 of them were accepted for resettlement, including almost 3,000 in Iran. More than 5,600 Iraqis and Iranians were resettled from Turkey. In addition to these two operations, some 2,300 refugees from the Middle East and South-West Asia were also resettled. An emergency operation started on 1 October 1992 for Bosnian former detainees whose release was secured by ICRC and who were transferred to Croatia. By the end of the year, about 5,100 had been registered by UNHCR.

In Africa, resettlement efforts remained focused on countries in the Horn of Africa. A total of 6,010 African refugees departed for resettlement during the year.

In South-East Asia, a total of 19,516 refugees from seven countries were resettled during 1992. Global expenditures on resettlement were estimated at \$15 million.

In 1992, expenditures on UNHCR assistance activities in Africa totalled \$284 million; in the Americas, \$50 million; in Asia and Oceania, \$175 million; in Europe, \$337 million; and in South-West Asia, North Africa and the Middle East, \$159 million.

Refugee aid and development

During 1992, UNHCR and the African Development Bank (AFDB) undertook project identification missions in Malawi, Mozambique and the Sudan. UNHCR contributed to the AfDB-financed south-east rangeland rehabilitation project in Ethiopia, and the UNHCR/International Fund for Agricultural Development (IFAD) South Khorasan rangeland rehabilitation and a refugee income-generating project in Iran was being implemented on a reduced scale. An income-generating project for refugee areas in Pakistan continued with a major emphasis on training relevant to repatriation.

Joint UNDP/UNHCR missions to prepare repatriation and reintegration programmes were undertaken in Cambodia and Mozambique.

In October,⁽³⁾ the UNHCR Executive Committee urged the High Commissioner to involve international, national, intergovernmental and non-governmental agencies in the planning phases of voluntary repatriation.

Assistance to refugees in Africa

In Africa, millions of people had been uprooted from their homes because of civil and ethnic conflict, human rights abuses, drought, and the famine and suffering that accompanied those events. Some had fled to neighbouring African countries, which hosted about 6 million refugees—a third of

the world's total refugee population. In 1992, it was estimated that an additional 15 million people had become internally displaced persons in Africa, an almost fourfold increase on the figure for 1980.

Conflicts in a number of countries, coupled with severe drought in southern Africa, once again resulted in major population movements. There were large influxes from Mozambique into Malawi (77,000) and Zimbabwe (39,261), and the continuing conflict in Liberia drove refugees from that country into Côte d'Ivoire (15,000) and Guinea (20,000). Kenya faced a major emergency with the arrival of refugees from Ethiopia (58,000), Somalia (189,000) and the Sudan (21,800). Sudanese refugees also entered northern Uganda (15,000) and the Central African Republic (17,700). In October, Uganda also received 6,000 refugees from north-eastern Rwanda, followed in December by 15,000 refugees from eastern Zaire. Another emergency in December brought Togolese refugees into Benin (180,000) and Ghana (100,000).

The disintegration of government authority and law and order in Somalia left UNHCR with the task of caring for almost 1 million Somali refugees in neighbouring countries.

Despite ongoing crises in the Horn of Africa, some progress was made towards solutions. Discussions continued with Eritrean authorities about UNHCR involvement in the repatriation of Eritrean refugees from the Sudan, and, in Mozambique, the consolidation of the peace process opened the way to repatriation of 1.5 million refugees, the largest such organized movement in UNHCR history.

Events elsewhere were not as positive. The peace process suffered a set-back in Angola, to which some 95,000 persons had already returned, and peace efforts continued to be frustrated in Liberia, Rwanda, southern Sudan and Togo. Landmines and other unexploded ordnance threatened returnees and local populations in Angola, Mozambique and north-west Somalia, where UNHCR was obliged to support mine clearance activities, although not on the scale necessary to ensure the safety of access routes and areas of return.

UNHCR implemented a new cross-mandate and cross-border approach to the delivery of assistance to needy persons living in the same community—an approach that had been adopted in Ethiopia's eastern, southern and Ogaden regions. Under the cross-mandate approach, mixed populations comprising refugees, returnees, internally displaced persons, demobilized soldiers and civilians affected by war and drought received basic food rations, agricultural seeds and veterinary drugs. They also benefited from improved water supplies, rehabilitated schools, and expanded medical clinics. Cross-mandate activities were implemented collectively

by the United Nations, non-governmental organizations (NGOS), Government bodies and donors.

The cross-border approach, which was implemented along the borders of Djibouti, Ethiopia, Kenya, Somalia and the Sudan, was aimed at creating conditions for the voluntary repatriation of refugees and the safe return of internally displaced persons. Some 120 Quick Impact Projects to meet the special needs of returnees in Somalia were launched from Kenya. They covered water, health, agriculture, livestock and infrastructural development needs. The major constraint on this initiative was the lack of security in the region. Efforts were made by the United Nations Operation in Somalia and the United Nations Task Force to improve border security.

In 1992, the Department of Humanitarian Affairs, UNHCR, FAO, UNDP, UNICEF, WFP and the World Health Organization made efforts to coordinate humanitarian relief with ICRC and NGOs, particularly in the context of the Special Emergency Programme for the Horn of Africa and Drought Emergency Operations in Southern Africa.

Total expenditures in Africa amounted to \$284.4 million, of which \$187 million was spent under General Programmes and \$97.4 million under Special Programmes.

Report of the Secretary-General. In response to a General Assembly request of 1991,(4) the Secretary-General presented a report describing action taken by the United Nations system and nine Member States to assist refugees, returnees and displaced persons in Africa.(5)

GENERAL ASSEMBLY ACTION

On 16 December 1992, the General Assembly, on the recommendation of the Third Committee, adopted resolution 47/107 without vote.

Assistance to refugees, returnees and displaced persons in Africa

The General Assembly,

Recalling its resolution 46/108 of 16 December 1991,

Having considered the report of the Secretary-General and that of the United Nations High Commissioner for Refugees,

Bearing in mind that most of the affected countries are least developed countries,

Convinced of the necessity to strengthen the capacity within the United Nations system for the implementation and overall coordination of relief programmes for refugees, returnees and displaced persons,

welcoming the prospects for voluntary repatriation and durable solutions across the continent,

Recognizing the need for States to create conditions conducive to the prevention of flows of refugees and displaced persons and to voluntary repatriation,

Bearing in mind that the majority of refugees and displaced persons are women and children,

Noting with appreciation the commitment of the countries concerned to do their utmost to facilitate the provision of assistance to the affected populations and to take the necessary measures in this regard,

Realizing the importance of assisting the host countries, in particular those countries that have been hosting refugees for a longer time, to remedy environmental deterioration and the negative impact on public services and the development process,

Recognising the mandate of the High Commissioner to protect and assist refugees and returnees and the catalytic role she plays, together with the international community and development agencies, in addressing the broader issues of development relating to refugees, returnees and displaced persons,

Bearing in mind the necessity of facilitating the work of humanitarian organizations, in particular the supply of food, medicine and health care to refugees, returnees and displaced persons, deploring acts of aggression against personnel of humanitarian organizations, particularly those that have led to the loss of life, and stressing the need to guarantee the safety of the personnel of those organizations,

Deeply concerned about the critical humanitarian situation in African countries, in particular in the Horn of Africa, caused by drought, conflict and population movements,

Welcoming regional efforts to resolve refugees problems, such as the Declaration adopted at the Summit of the Heads of State and Government of the countries of the Horn of Africa, held at Addis Ababa on 8 and 9 April 1992,^a

Taking into account the revised appeal of the Secretary-General for the Special Emergency Programme for the Horn of Africa,

Deeply concerned by the massive presence of refugees and externally displaced persons in Djibouti, which represents more than 20 per cent of the total population of the country, and by their uninterrupted influx due to the tragic situation in Somalia,

Deeply concerned also by the serious consequences of the presence of refugees and externally displaced persons for the already difficult economic and social situation in Djibouti, which is suffering from prolonged drought and the negative impact of the critical situation in the Horn of Africa,

Recognizing that more than half of the refugees and externally displaced persons in Djibouti are located in Djibouti City in most serious difficulties and without direct international assistance, exerting an intolerable pressure on the limited resources of the country and the social infrastructure and causing, in particular, serious problems of security,

Also recognizing the need for cooperation between the Government of Djibouti and the High Commissioner and relevant organizations to find alternative solutions for the problem of refugees in Djibouti City and to be able to mobilize the necessary external assistance to meet their specific needs,

Aware that the refugee population in the refugee camps throughout Djibouti is in a precarious situation, facing the threat of famine, malnutrition and disease, and that it needs adequate external assistance for the provision

of foodstuff, medical assistance and the necessary infrastructure for shelter,

Deeply concerned about the massive presence of refugees, voluntary returnees, displaced persons and demobilized soldiers in Ethiopia and the enormous burden that this has placed on the infrastructure and meagre resources of the country,

Deeply concerned also about the grave consequences that this has entailed for Ethiopia's capability to grapple with the effects of the prolonged drought and rebuild the economy of the country,

Aware of the heavy burden placed on the Government of Ethiopia and of the need for immediate and adequate assistance to refugees, voluntary returnees, displaced persons, demobilized soldiers and victims of natural disasters,

Deeply concerned about the burden that has been placed on the Government and people of Kenya because of the continuing influx of refugees from neighbouring countries that have been stricken by strife and famine,

Recognizing the great contribution and sacrifices that the Government of Kenya has made and continues to make in dealing with this situation while facing deteriorating conditions caused by the impact of the long drought that has affected its own population,

Emphasizing the importance and necessity of continuing assistance to the refugees and displaced persons in Kenya, estimated at over half a million, until such time as this situation changes,

Deeply concerned about the tragic impact that the civil war in Somalia continues to have on the lives of its people, affecting four to five million people who are either refugees in neighbouring countries or internally displaced and are in need of urgent humanitarian assistance,

Aware that the voluntary repatriation of large numbers of Somali refugees in neighbouring countries and elsewhere, as well as the return of internally displaced persons to their homes of origin, would require a planned and integrated international assistance programme designed to cover their basic needs, ensure adequate reception arrangements and facilitate their smooth integration into their respective communities,

Convinced that it is necessary that humanitarian assistance to Somali refugees, returnees and displaced persons be mobilized urgently and delivered without delay in view of the deteriorating situation of the displaced persons and returnees and the mounting pressure the refugees continue to place on the host countries,

Recognizing that the Sudan has been hosting large numbers of refugees over an extended period of time,

Aware of the economic difficulties facing the Government of the Sudan, and the need for adequate assistance for the refugees and displaced persons in the Sudan and the rehabilitation of the areas in which they are located,

Encouraging the Government of the Sudan and the Office of the High Commissioner for Refugees for the efforts they have undertaken towards voluntary repatriation of large numbers of refugees to their homelands,

Deeply concerned about the plight of Sudanese refugee children, particularly the problem of unaccompanied minors, and emphasizing the need for their protection, well-being and reunification with their families,

Considering that the repatriation and reintegration of returnees and the relocation of displaced persons are hindered by natural disasters and that the process poses seri-

ous humanitarian, social and economic problems to the Government of Chad,

Cognizant of the appeal to Member States and inter-governmental and non-governmental organizations to continue to provide the necessary assistance to the Government of Chad to alleviate its problems and improve its abilities to implement the programme of repatriation, reintegration and relocation of voluntary returnees and displaced persons,

Noting with appreciation the continuing mediatory efforts of the Economic Community of West African States to find a peaceful solution to the Liberian crisis, and the important decision incorporated in both the Yamousoukro IV Accord of 29 October 1991 and the Final Communiqué of the Authority of Heads of State and Government of the Economic Community of West African States of 29 July 1992 aimed at a final settlement of the conflict,

Bearing in mind the findings and recommendations contained in the report of the Secretary-General on emergency humanitarian assistance to Liberian refugees, returnees and displaced persons, particularly the need to continue emergency relief operations since the security situation is not yet propitious for the conduct of large-scale voluntary repatriation,

Taking into account the special emergency appeal for displaced persons in Liberia made by the Special Coordinator for Emergency Relief Operations in Liberia,

Deeply concerned about the influx of internally displaced persons, returnees and refugees to Monrovia and the enormous burden this has placed on the infrastructure and fragile economy of the country,

Also deeply concerned that, despite the efforts made to provide the necessary material and financial assistance for the refugees, returnees and displaced persons, the situation still remains precarious and has serious implications for the long-term national development of Liberia, as well as for those West African countries hosting Liberian refugees,

Recognizing the heavy burden placed on the people and Government of Malawi and the sacrifices they are making in caring for the refugees, given the country's limited social services and infrastructure, and the need for adequate international assistance to Malawi to enable it to continue its efforts to provide assistance to the refugees,

Gravely concerned about the continuing serious social, economic and environmental impact of the massive presence of refugees, as well as its far-reaching consequences for the long-term development process and environmental effects,

Bearing in mind the findings and recommendations of the 1991 inter-agency mission to Malawi, particularly on the need to strengthen the country's socio-economic infrastructure in order to enable it to provide for the immediate humanitarian relief requirements of the refugees and on the long-term national development needs of the country,

Convinced that, because of the serious economic situation and, in particular, because of the devastating drought in southern Africa, there is an urgent need for the international community to extend maximum and concerted assistance to southern African countries sheltering refugees, returnees and displaced persons,

Welcoming with appreciation the activities of the High Commissioner for the voluntary repatriation and reintegration of South African returnees, and hoping that

the obstacles to the return of all refugees and exiles in conditions of safety and dignity will be removed without delay,

Recognizing the need to integrate refugee-related development projects in local and national development plans,

1. Takes note of the reports of the Secretary-General and that of the United Nations High Commissioner for Refugees;

2. Commends the Governments concerned for their sacrifices, for providing assistance to refugees, returnees and displaced persons and their efforts to promote voluntary repatriation and other measures taken in order to find appropriate and lasting solutions;

3. Expresses deep concern at the serious and far-reaching consequences of the presence of large numbers of refugees and displaced persons in the countries concerned and the implications for their long-term socio-economic development;

4. Expresses its appreciation to the Secretary-General, the High Commissioner, the specialized agencies of the United Nations, the International Committee of the Red Cross, donor countries and intergovernmental and non-governmental organizations for their assistance in mitigating the plight of the large number of refugees, returnees and displaced persons;

5. Expresses the hope that additional resources will be made available for general refugee programmes to keep pace with refugee needs;

6. Appeals to Member States, international organizations and non-governmental organizations to provide adequate and sufficient financial, material and technical assistance for relief and rehabilitation programmes for the large number of refugees, voluntary returnees and displaced persons and victims of natural disasters;

7. Requests all Governments and intergovernmental and non-governmental organizations to pay particular attention to the special needs of refugee women and children;

8. Calls upon the Secretary-General, the High Commissioner, the Department of Humanitarian Affairs of the Secretariat and United Nations humanitarian agencies to continue their efforts to mobilize humanitarian assistance for the relief, repatriation, rehabilitation and resettlement of refugees, returnees and displaced persons, including those refugees in urban areas;

9. Requests the Secretary-General to continue his efforts to mobilize adequate financial and material assistance for the full implementation of ongoing projects in rural and urban areas affected by the presence of refugees, returnees and displaced persons;

10. Requests the High Commissioner to continue her efforts with the appropriate United Nations agencies and intergovernmental, governmental and non-governmental organizations in order to consolidate and increase essential services to refugees, returnees and displaced persons;

11. Requests the Secretary-General to submit a comprehensive and consolidated report on the situation of refugees, returnees and displaced persons in Africa to the General Assembly at its forty-eighth session, under the item entitled "Report of the United Nations High Commissioner for Refugees, questions relating to refugees, returnees and displaced persons and humanitarian questions", and an oral report to the Economic and Social Council at its substantive session of 1993.

General Assembly resolution 47/107

16 December 1992 Meeting 89 Adopted without vote

Approved by Third Committee (A/47/715) without vote, 18 November (meeting 43); 66-nation draft (A/C.3/47/L.38), orally revised; agenda 96. Sponsors: Afghanistan, Angola, Austria, Azerbaijan, Bangladesh, Belgium,

Benin, Botswana, Burkina Faso, Burundi, Cameroon, Canada, Central African Republic, Chad, Chile, China, Côte d'Ivoire, Croatia, Cuba, Cyprus, Denmark, Djibouti, Dominican Republic, Egypt, Ethiopia, Finland, France, Germany, Ghana, Greece, Guatemala, Guinea, Guinea-Bissau, Haiti, Honduras, Iceland, India, Italy, Japan, Kenya, Lesotho, Liberia, Libyan Arab Jamahiriya, Luxembourg, Madagascar, Malaysia, Malawi, Mali, Morocco, Netherlands, New Zealand, Nigeria, Norway, Philippines, Republic of Korea, Rwanda, Samoa, Sierra Leone, Singapore, Sudan, Sweden, Togo, Turkey, Uganda, United Kingdom, Zambia.

Meeting numbers. GA 47th session: 3rd Committee 34-39, 41-43; plenary 89.

The Americas and the Caribbean

During 1992, progress towards durable solutions for refugees was accompanied by a risk of new movements of asylum-seekers in the Americas and the Caribbean. The situation regarding Haitian asylum-seekers remained a major concern for UNHCR.

Repatriation and local integration continued to be supported, especially in the Central American region through follow-up to the 1989 International Conference on Central American Refugees (CIREFCA).(6) In Central America, the international community continued to support the attainment of lasting solutions for refugees, returnees and displaced persons, pledging \$82.7 million at the Second International Meeting of the CIREFCA Follow-up Committee (San Salvador, El Salvador, 7-8 April 1992). The Committee decided to extend the CIREFCA Concerted Plan of Action to May 1994 (for more details, see below).

Progress made on peace in El Salvador in January 1992 stimulated the repatriation of 3,204 Salvadorian refugees during the year. In other developments, 2,319 returnees arrived in Guatemala, where UNHCR established field offices at Nenton, Barillas, Cantabal and Betel; and 4,492 Surinamese were voluntarily repatriated from Guyana.

Elsewhere in Latin America, 1,292 refugees were repatriated from various countries to Chile.

Since the 1991 military coup in Haiti,(7) some 48,000 Haitians had fled the country in search of asylum. Direct arrivals of Haitian, boat people were recorded during 1992 in Cuba (2,451), the Bahamas (1,404), the Dominican Republic (735), Jamaica (142) and Panama (22). The United States continued its policy of interdiction and by May 1992 had transferred to its naval base at Guantanamo Bay, Cuba, a total of 41,019 Haitians. Of that number, 11,617 were screened in by the United States Immigration and Naturalization Service. Owing to the continuing large-scale influx, the United States began implementing a policy of summary return of all Haitians interdicted on the high seas.

During 1992, total expenditures in the Americas and the Caribbean amounted to \$50 million, of which \$24 million was spent under General Programmes and \$26 million under Special Programmes.

Follow-up to the International Conference on Central American Refugees

In August 1992,(8) the Secretary-General reported that significant progress had been made in the Central American peace process and that support for CIREFCA'S objectives had continued (for further details on the Central American peace process, see PART TWO, Chapter II). In describing the contribution of the CIREFCA Concerted Plan of Action,(6) he stated that returnees currently outnumbered refugees in the region and that new CIREFCA initiatives had been designed to address the special needs of women and returnee communities. The First Regional Forum on the Gender Approach to Work with Refugee, Returnee and Displaced Central American Women (Guatemala City, February 1992) aimed at drawing attention to the special protection and assistance needs of uprooted women by including a gender focus in CIREFCA project planning and execution. Quick Impact Projects were being implemented through UNHCR in Nicaragua on behalf of returnee communities and similar projects were being initiated in Belize and Guatemala.

The Second International Meeting of the CIREFCA Follow-up Committee (San Salvador, 7-8 April 1992) adopted a Declaration(9) deciding to extend the process until May 1994 and stressed that during that period attention should be given to sustained support for peace and democracy in the region and to the design of a resource mobilization strategy. The Declaration requested the continued support of the United Nations system through UNHCR, UNDP and the CIREFCA Joint Support Unit, stressing the need for coordination with the other agencies and closer consultation with donors and NGOs. At the meeting, a total of \$82.67 million was announced by donors, of which \$51.55 million was earmarked for CIREFCA projects and \$31.12 million for other initiatives within the framework of CIREFCA. The UNHCR component, covering announcements to both General and Special Programmes, totalled \$11.8 million.

In October,(3) the UNHCR Executive Committee expressed support for proposed new inter-agency arrangements by UNHCR and UNDP for technical support and follow-up of CIREFCA which conferred the lead agency role on UNDP.

GENERAL ASSEMBLY ACTION

On 16 December 1992, the General Assembly, on the recommendation of the Third Committee, adopted resolution 47/103 without vote.

International Conference on Central American Refugees

The General Assembly,

Recalling its resolutions 42/1 of 7 October 1987, 42/110 of 7 December 1987, 42/204 of 11 December 1987, 42/231 of 12 May 1988, 43/118 of 8 December 1988, 44/139 of 15 December 1989,45/141 of 14 December 1990 and 46/107 of 16 December 1991,

Recalling that the International Conference on Central American Refugees is related to the initiative of the Central American Presidents expressed in the procedures for the establishment of a firm and lasting peace in Central America concluded at the Esquipulas II summit meeting in August 1987, as indicated in the San Salvador communiqué on the Central American refugees, of 9 September 1988,

Recognizing the importance and validity of the Declaration and the Concerted Plan of Action in favour of Central American Refugees, Returnees and Displaced Persons, adopted at the International Conference on Central American Refugees held at Guatemala City from 29 to 31 May 1989 and the Declaration of the First International Meeting of the Follow-Up Committee of the Conference, especially the framework contained in the Concerted Plan of Action,

Noting with satisfaction the concerted efforts being made by the Central American countries, Belize and Mexico to find lasting solutions to the problems of the refugees, returnees and displaced persons in implementing the aims and objectives of the Concerted Plan of Action as an integral part of efforts to achieve a stable and lasting peace and democratization of the region,

Welcoming the peace agreements achieved in the peace process in El Salvador, whereby efforts are being made to consult with all national sectors, the peace dialogue in Guatemala and the progress being made in Nicaragua in the implementation of its national reconciliation policy and in assistance to the uprooted populations, which continues to encourage movements of voluntary repatriation and settlement of internally displaced persons,

Recognizing the substantial support that, inter alia, the Secretary-General, the Office of the United Nations High Commissioner for Refugees, the United Nations Development Programme, the donor community and national and international non-governmental organizations have given the Conference since its inception,

Taking note of the Declaration of the Second International Meeting of the Follow-Up Committee of the Conference, held at San Salvador on 7 and 8 April 1992,

Convinced that peace, liberty, development and democracy are essential in order to solve the problems of uprooted populations in the region,

1. Takes note of the reports submitted by the Secretary-General and the United Nations High Commissioner for Refugees and of the second status report on the implementation of the Concerted Plan of Action of the International Conference on Central American Refugees;

2. welcomes with satisfaction the outcome of the meetings of the Follow-Up Committee of the International Conference on Central American Refugees, held at San José on 2 and 3 April 1991, at San Pedro Sula, Honduras, from 17 to 19 June 1991, at Tegucigalpa on 13 and 14 August 1991, at Managua on 25 and 26 October 1991, at San Salvador on 7 and 8 April 1992 and at Managua on 29 September and 28 October 1992;

3. Urges the Central American countries, Belize and Mexico to continue to implement and follow up the programmes benefiting refugees, returnees and displaced persons in accordance with their national development plans;

4. Reaffirms its conviction that the voluntary repatriation of refugees and the return of displaced persons to their countries or communities of origin is one of the most positive signs of the progress of peace in the region;

5. Expresses its conviction that the processes of return to and reintegration in the countries and communities of origin should take place in conditions of dignity and security and with the necessary guarantees to ensure that the affected populations are included in the respective national development plans;

6. Requests the Secretary-General, the Office of the United Nations High Commissioner for Refugees, the United Nations Development Programme and other organs of the United Nations system to continue their support for and involvement in the planning, implementation, evaluation and follow-up of the programmes generated through the Conference process;

7. Supports the Governments of the Central American countries, Belize and Mexico in urgently seeking more precise details about the support to be provided by the United Nations Development Programme in the immediate future, once the emergency stage has been completed, with the assistance of the United Nations High Commissioner for Refugees, and once the transition towards a process of sustained development of the target populations has been initiated, within the framework of the Conference;

8. Welcomes with satisfaction the progress made in the implementation of the Development Programme for Displaced Persons, Refugees and Repatriated Persons, and urges the Central American countries to continue their determined support to ensure that the Programme achieves its aims;

9. Appeals to the international community, particularly to the donor community, to continue and to strengthen their support for the Conference and to continue complying with the financing offered so as to be able effectively to achieve the goals and objectives of the Concerted Plan of Action, and to consolidate the progress made thus far in humanitarian assistance to refugees and repatriated and displaced persons of the region;

10. Supports the special attention that the Central American countries, Belize and Mexico are giving to the particular needs of refugee, repatriated and displaced women and children and to the measures being adopted to protect and improve the environment and to preserve ethnic and cultural values;

11. Resolves to give its full support to the Declaration of the Second International Meeting of the Follow-Up Committee of the International Conference on Central American Refugees, held at San Salvador on 7 and 8 April 1992 and the communiqués of the meetings of the Follow-up Committee held at Managua on 29 September and 28 October 1992;

12. Supports the initiative of the Governments of the countries of Central America, Belize and Mexico to extend the duration of the Conference process until May 1994, in the light of the new needs that have emerged following the changes in the region;

13. Requests the Secretary-General to submit to the General Assembly at its forty-eighth session a report on the implementation of the present resolution.

General Assembly resolution 47/103

16 December 1992 Meeting 89 Adopted without vote

Approved by Third Committee (A/47/715) without vote, 18 November (meeting 43); 31-nation draft (A/C.3/47/L.27); agenda item 96.
Sponsors: Argentina, Belgium, Belize, Bolivia, Chile, Colombia, Costa Rica, Côte d'Ivoire, Croatia, Cuba, Egypt, El Salvador, Finland, France, Germany, Guatemala, Haiti, Honduras, Italy, Jamaica, Mexico, Morocco, Nicaragua, Nigeria, Norway, Panama, Spain, Suriname, Sweden, Uruguay, Venezuela.
Meeting numbers. GA 47th session: 3rd Committee 34-39, 41-43; plenary 89.

East and South Asia and Oceania

Significant steps were taken in 1992 to implement the Comprehensive Plan of Action for Indo-Chinese Refugees (CPA), adopted at the 1989 International Conference on Indo-Chinese Refugees,⁽¹⁰⁾ and the Orderly Departure Programme (ODP) for Vietnamese refugees. Slow but steady progress was also recorded in repatriating refugees from Thailand to the Lao People's Democratic Republic.

During the year, UNHCR was confronted with new refugee problems in South Asia. An influx of Myanmar refugees into Bangladesh, which began in 1991, continued until the summer of 1992. By September, there were 250,877 Myanmar refugees in 20 camps mainly in Cox's Bazaar, a district of Bangladesh. An agreement signed by Bangladesh and Myanmar in April 1992 prepared the way for the voluntary repatriation of the refugees.

A major influx of ethnic Nepalese from Bhutan into Nepal continued, with 65,938 arriving at six camps in south-eastern Nepal during the year. Their needs were addressed with the help of international and local NGOs. Repatriation of the Bhutanese was discussed separately between UNHCR and Bhutan and Nepal.

Since mid-1992, events in Afghanistan had produced a new influx of refugees into India, most of them Hindus or Sikhs. At year's end the number of Afghans in India totalled 11,002. In the course of the year, 28,971 Sri Lanka refugees returned from India and were received at reception centres assisted by UNHCR, but repatriation was suspended in late October 1992 due to problems in securing sea transport.

From 1980 to the end of 1992, a total of 14,723 Lao refugees and asylum-seekers, mainly from Thailand and China, were repatriated to the Lao People's Democratic Republic under UNHCR auspices. More than half were repatriated during 1991 and 1992. At the end of 1992, some 41,000 Lao refugees remained in Thailand and about 2,000 in China. Each person repatriated under UNHCR auspices received a cash grant equivalent to \$80 in the country of asylum, followed by \$40 and an 18-month rice ration upon arrival in the Lao People's Democratic Republic.

The Secretary-General launched a Consolidated Appeal for the Cambodia Repatriation Operation on 15 March as preparations were made for the repatriation of some 330,000 Cambodian refugees and displaced persons.

The repatriation of Cambodians, carried out within the framework of the Paris Peace accords of 23 October 1991,(11) began on 30 March 1992. On that date, UNHCR closed the last of seven camps for Cambodians in Thailand. By mid-year over 70,000 Cambodians had returned from Thailand.

The UNHCR Executive Committee(3) welcomed progress made at the Fifth Tripartite Thai/Lao/UNHCR Meeting (Rayong, Thailand, 13-14 July 1992) on the repatriation of Lao refugees and asylum-seekers and called on the international community to ensure that all the financial needs of the Cambodian repatriation operation were met.

Under the CPA, a total of 55 Vietnamese asylum-seekers arrived by boat in Hong Kong and in countries of South-East Asia in 1992, compared with 22,422 in 1991. Many factors contributed to the decrease, including developments in Viet Nam, a mass information campaign, and a reduction in cash assistance to asylum-seekers. A total of 16,952 Vietnamese were repatriated voluntarily in 1992 and 9,644 were resettled.

During 1992, expenditures in East and South Asia and Oceania amounted to \$175 million, of which \$50 million was spent under General Programmes and \$125 million under Special Programmes.

Europe

During 1992, refugee and asylum issues continued to be a major concern for European States. By the end of the year, the United Nations was assisting 3,055,000 refugees, displaced persons, and others affected by the war in the former Yugoslavia. A humanitarian airlift to Sarajevo began on 3 July 1992, carrying a daily average of 200 metric tons of food and medical supplies. The operation was interrupted several times due to security incidents. On 29 July, UNHCR convened in Geneva a high-level international meeting on aid to victims of the conflict. It endorsed a Comprehensive Response to the Humanitarian Crisis in the former Yugoslavia, as proposed by the High Commissioner, including respect for human rights and humanitarian law; humanitarian access; preventive and temporary protection; material assistance; special needs; and return and rehabilitation. Implementation was reviewed at follow-up meetings held at Geneva on 4 September, 9 October and 4 December. European countries, responding to UNHCR's appeal to admit persons fleeing the conflict, guaranteed temporary protection to more than 600,000 persons. UNHCR estab-

lished more than 20 offices in the former Yugoslavia, employing some 600 international and local staff. UNHCR expenditures in 1992 for the former Yugoslavia totalled \$297 million.

The magnitude and complexity of the United Nations humanitarian operation in the former Yugoslavia increased dramatically, as reflected by a series of appeals, each with a larger target population and a correspondingly greater appeal total. The first appeal, issued on 3 December 1991, set a target of \$24.3 million (for all United Nations agencies), with the number of planned beneficiaries specified at 500,000. By 8 April 1992 the target had risen to \$37.5 million and the number of beneficiaries was 650,000. One month later, on 19 May, a revised appeal was issued for \$174.5 million, for 1,000,000 beneficiaries. The 4 September appeal set a target of \$561.7 million, for 2,780,000 beneficiaries, and the 4 December appeal was issued for 3,055,000 planned beneficiaries with a target of \$642.5 million. (For details on the situation in the former Yugoslavia, see PART TWO, Chapter IV.)

In Western Europe, the estimated number of asylum-seekers in 1992 was almost 700,000, compared to 545,000 in 1991. Governments in the region introduced legislation and measures to streamline status determination procedures, and distinguish at an early stage between founded and unfounded applications for asylum. Difficulties in managing the great influx of asylum-seekers in 1992 were aggravated by increasing manifestations of xenophobia and racism, including attacks on reception centres.

UNHCR further established representation in Central and Eastern European States, including the Commonwealth of Independent States, focusing its activities on protection, refugee law promotion and institution-building, with some limited assistance programmes. UNHCR assisted the most destitute asylum-seekers in Moscow through a care and maintenance project. Responding to requests from the Governments of Armenia and Azerbaijan, UNHCR initiated six-month relief projects in each of those States.

During 1992, UNHCR's expenditures in Europe amounted to \$337 million, of which \$25 million was spent under General Programmes and \$312.2 under Special Programmes.

South-West Asia, North Africa and the Middle East

Despite continued civil strife in Afghanistan, some 1.5 million Afghan refugees were voluntarily repatriated from neighbouring countries during 1992 with an expenditure of \$48.6 million. UNHCR's programme for returnees within Afghanistan focused on limited emergency rehabilitation related to the need for shelter and irriga-

tion, mainly through food-for-work projects. The withdrawal of most international staff from the country due to unstable conditions prevented the United Nations from addressing reconstruction needs. The situation was aggravated by the internal displacement of hundreds of thousands of persons who fled Kabul during the last quarter of the year.

In December 1992, Afghanistan also became a country of asylum, with an influx of some 50,000 refugees from civil war in Tajikistan. UNHCR provided them with basic emergency assistance. About 500,000 additional persons were displaced inside Tajikistan.

A total of 1,274,000 Afghans in Pakistan benefited from a repatriation scheme under which UNHCR offered a cash grant and wheat provided by WFP. With large-scale repatriation, the number of Afghan refugees in Pakistan declined, and UNHCR closed or merged 157 camp administration units, leaving 190 units at year's end. However, even as Afghans returned home in large numbers, Pakistan received some 80,000 new Afghan refugees from lightning in and around Kabul after a change of regime in April 1992.

In Iran, UNHCR helped Afghan refugees to return home through a network of in-country transit centres, border-exit stations and organized internal transport. Although some 400,000 persons were estimated to have returned to Afghanistan from Iran in 1992, about 2.5 million remained in Iran.

The Executive Committee(3) welcomed the voluntary repatriation to Afghanistan of more than 1 million refugees from Iran and Pakistan during 1992, but noted that humanitarian assistance had been constrained by inadequate funding. Addressing the situation of refugees, returnees and displaced persons in Africa, the Committee noted that internal conflicts, insecurity and the disintegration of institutions continued to cause massive displacements, and called on the High Commissioner to continue her initiatives to deal with the root causes of the problem.

By the end of 1992, over 90 per cent of the Iraqi refugees in the western provinces of Iran had returned to Iraq. While 65,000 Kurdish refugees still residing in Iran continued to return to Iraq in small numbers, prospects for the repatriation of 30,000 Iraqi Shiites residing in Iran were remote. In Iraq, UNHCR focused on the needs of returnee villages, many of which had been razed during fighting. Of the 4,000 villages believed to have been destroyed, UNHCR helped to reconstruct about 1,200, and NGOs, 562. After completing a winterization programme, including the supply of adequate shelter, UNHCR phased out its activities in northern Iraq in June 1992.

The Persian Gulf conflict generated new groups of Iraqi refugees in Kuwait, Saudi Arabia and the

Syrian Arab Republic. In Kuwait, some 8,000 Iraqis obtained resident permits during the year, while UNHCR continued to cooperate with the Government to find durable solutions for more than 60,000 stateless persons. About 28,000 Iraqis were being accommodated at the Rafha camp in Saudi Arabia. A further 2,100 refugees arrived in the Syrian Arab Republic from northern Iraq during 1992, while some 5,700 persons remained in El Hol refugee camp in El Hassake district.

In Yemen, the number of Somali refugees increased to nearly 51,800, located at an emergency camp in Aden. Construction of a more durable UNHCR camp was under way, however, in the Abyan governorate, 50 kilometres from Aden. Some 250 Ethiopian refugees either repatriated under UNHCR auspices or spontaneously moved to other countries in the region.

The number of refugees in the Libyan Arab Jamahiriya continued to grow, with new arrivals from Ethiopia (Eritrea), Liberia, Nigeria, Somalia and the Sudan. The influx of 19,500 Malian refugees to Mauritania brought the total number receiving assistance at Bassikounou, Aghor and Fassala to 38,000. In southern Algeria, about 50,000 refugees from Mali and Niger received assistance.

During 1992, total expenditures in South-West Asia, North Africa and the Middle East amounted to \$159 million, of which \$61 million was spent under General Programmes and \$98 million under Special Programmes.

Refugee protection

The right to seek and to enjoy asylum, and the corresponding principle of non-refoulement, remained the cornerstone of UNHCR's efforts to ensure that the persons needing international protection received it.

The scale and complexity of population displacements, however, had in some cases placed serious strains on the international system for the protection of refugees, endangering asylum at times. During 1992, UNHCR recognized the need to develop new, complementary protection strategies. They included support for conditions in countries of origin that would allow the safe return of refugees, and efforts to prevent or attenuate conditions that might force people to flee.

An August 1992 note by the High Commissioner on international protection(13) was presented to the UNHCR Executive Committee, summarizing the main protection challenges for UNHCR's activities as reflected in the findings and recommended approaches of a UNHCR Working Group on International Protection. The note discussed, among other matters, UNHCR's activities and competence; new ap-

proaches to asylum, prevention and other activities in the country of origin; and solutions with emphasis on voluntary repatriation and concerted regional arrangements.

The Executive Committee reaffirmed the primary importance of the principles of non-refoulement and asylum as basic to refugee protection. It renewed its expressions of concern regarding problems jeopardizing the security of refugees, including numerous incidents of refoulement, expulsion, physical attacks, and detention under unacceptable conditions. It noted that UNHCR's broad humanitarian expertise provided a basis for the exploration of new options in the areas of asylum, prevention and solutions, and in that connection, supported efforts by the High Commissioner to explore further approaches to conditions that gave rise to refugee situations.

The UNHCR Centre for Documentation on Refugees (CDR) houses information relating to those in flight through asylum and resettlement. In 1992, CDR developed its services, publications and databases and responded to more than 1,400 requests for information.

On the publication side, CDR entered its tenth year with the quarterly Refugee Abstracts, and collaboration continued on the International Journal of Refugee Law, published by Oxford University Press. The movement of the CDR literature and legal databases to the UNHCR Local Area Network was initiated and the Government of Canada made possible the addition of continuously updated country databases.

The Subcommittee of the Whole on International Protection of the UNHCR Executive Committee (Geneva, 1 October 1992) discussed the work of the Subcommittee's inter-sessional meetings held for the first time in 1992 (Geneva, 23 January and 13 and 14 April). The meetings covered issues including the protection of refugee

women and refugee law promotion, dissemination and training.

International instruments

As at 31 December 1992, the 1951 Convention relating to the Status of Refugees(14) had been acceded or succeeded to by 112 States as a result of the 1992 accessions by Albania, Cambodia, Honduras and the Republic of Korea and successions by Croatia and Slovenia. The 1967 Protocol(15) to the Convention had 113 States parties as a result of the 1992 accessions and successions by the same States.(16)

Other intergovernmental legal instruments of benefit to refugees included the 1969 Organization of African Unity Convention governing the Specific Aspects of Refugee Problems in Africa, the 1957 Agreement relating to Refugee Seamen and its 1973 Protocol, the 1959 European Agreement on the Abolition of Visas to Refugees, the 1980 European Agreement on Transfer of Responsibility for Refugees, and the 1969 American Convention on Human Rights, Pact of San José, Costa Rica.

As at 31 December 1992, there were 38 States parties to the 1954 Convention relating to the Status of Stateless Persons(17) and 16 States parties to the 1961 Convention on the Reduction of Statelessness.(18)

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- (1)A/47/12. (2)A/AC.96/806. (3)A/47/12/Add.1. (4)YUN 1991, p. 710, GA res. 46/108, 16 Dec. 1991. (5)A/47/529 & Corr.1. (6)A/44/527 & Corr.1,2. (7)YUN 1991, 151. (8)A/47/364. (9)CIREFCA/CS/92/11. (10)A/44/523. (11)YUN 1991, p. 155. (12)A/AC.96/802. (13)A/AC.96/799. (14)YUN 1951, p. 520. (15)YUN 1967, p. 769. (16) Multilateral Treaties Deposited with the Secretary-General: Status as at 31 December 1992 (ST/LEG/SER.E/II), Sales No. E.93.V.11. (17)YUN 1954, p. 416. (18)YUN 1961, p. 533.