

Chapter XV

Refugees and displaced persons

There was a deterioration in the overall refugee situation in 1991, particularly in the Persian Gulf, the Horn of Africa, South-West Asia and Europe. While progress was made in other areas, notably in Central America and South-East Asia, the world's refugee population remained at a staggering 17 million.

In 1991, the Office of the United Nations High Commissioner for Refugees (UNHCR), with the support of the international community, continued to devise new approaches to the refugee problem and to seek durable solutions. During 1991, its fortieth anniversary, UNHCR charted a forward-looking strategy focusing on emergency preparedness, prevention and finding solutions to the totality of the refugee problem, from exodus and relief to return and reintegration.

In October, the Executive Committee of the UNHCR Programme considered, among other things, refugee protection, refugee women and children, Indo-Chinese refugees, repatriation of refugees to Cambodia and Central American refugees.

The Nansen Medal for 1991—awarded since 1954 in honour of Fridtjof Nansen, the first League of Nations High Commissioner for Refugees—was awarded posthumously to Paul Weiss (United Kingdom), for his contribution to refugee law, and to Libertine Amathila (Namibia), the first African woman to receive the distinction, for her long service to refugee children.

Sadako Ogata (Japan) assumed her functions as the United Nations High Commissioner for Refugees on 1 January 1991.

UNHCR programme and finances

Programme policy

Executive Committee action. At its forty-second session (Geneva, 7-11 October 1991), the Executive Committee of the UNHCR Programme(*) expressed concern over the lack of adequate international protection for various groups of refugees, encouraged States to intensify efforts to protect their rights and hoped that United Nations efforts in that regard would continue. It asked the High Commissioner to encourage repatriation

of refugees and their safe integration in their countries of origin.

The Committee stressed the need to implement and monitor the effectiveness of UNHCR policy on refugee women.(2) It noted that the post of Senior Coordinator for Refugee Women, funded through donor funds, was scheduled to terminate on 1 July 1992, and urged the High Commissioner to continue to finance that position through regular resources. The Committee urged the High Commissioner to continue her efforts on behalf of refugee children and welcomed her decision to establish a new post of coordinator for refugee children. (For Economic and Social Council action on refugee and displaced women and children, see PART THREE, Chapter XIII.)

The Executive Committee urged States to assist the High Commissioner in ensuring an adequate and effective emergency preparedness and response capability and adopted conclusions and recommendations concerning the Comprehensive Plan of Action on Indo-Chinese Refugees (CPA), repatriation to Cambodia and the 1989 International Conference on Central American Refugees (CIREFCA), and took decisions on administrative and financial matters. On 6 February(3) and 28 June 1991,(4) the Executive Committee, at special sessions held at Geneva, took additional decisions on financial matters (see below).

UNHCR continued cooperating with other United Nations organizations, in particular with the World Food Programme (WFP) in providing food aid. Cooperation with development, humanitarian and disaster relief agencies, such as the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the World Health Organization (WHO), the International Labour Organisation and the Office of the United Nations Disaster Relief Coordinator (UNDRO), included immunization and health planning and care, supplementary feeding, basic education and vocational training, water supply and sanitation, household security, family planning and mother/child medical welfare and reforestation. UNHCR continued to cooperate with WFP, UNDP, UNICEF, the International Fund for Agricultural Development (IFAD) and financial institutions such as the World Bank in areas of emergency response to man-made and natural disasters, alleviation and eradication of poverty and addressing the needs of uprooted populations. It

also cooperated with the Organization of African Unity (OAU), the International Organization for Migration (IOM), the Organization of American States (OAS), the Organization of the Islamic Conference, the Islamic Educational, Scientific and Cultural Organization, the Organisation for Economic Cooperation and Development and the Commission of the European Community, as well as liberation movements and non-governmental organizations (NGOs).

ECONOMIC AND SOCIAL COUNCIL ACTION

On 26 July 1991, the Economic and Social Council, by decision 1991/290, took note of the High Commissioner's report for 1990/91.(5)

GENERAL ASSEMBLY ACTION

On 16 December 1991, the General Assembly, on the recommendation of the Third (Social, Humanitarian and Cultural) Committee, adopted resolution 46/106 without vote.

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 the Office of the High Commissioner, as well as the report of the Executive Committee of the Programme of the High Commissioner on the work of its forty-second session, and taking note of the statement made by the High Commissioner on 7 November 1991,

Recalling its resolutions 45/140 A and B of 14 December 1990,

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 High Commissioner's international protection function and the need for States to cooperate with the High Commissioner in the exercise of this primary and essential responsibility,

Welcoming the High Commissioner's commitment to address refugee situations through a threefold strategy consisting of the enhancement of the emergency preparedness and response mechanisms of the Office of the High Commissioner, the concerted pursuit of the preferred durable solution of voluntary repatriation and the promotion of solutions through preventive measures,

Noting with satisfaction that one hundred and nine 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 Office of the High Commissioner in the discharge of its humanitarian tasks,

Bearing in mind that the relationship between human rights and refugee flows merits further consideration,

Noting with concern that despite developments that offer hope for solutions to refugee problems, the number of refugees and displaced persons of concern to the Office of the High Commissioner has increased and 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 human rights,

Welcoming the commitment of the Office of the High Commissioner to improving 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,

Conscious of the link between international protection and resettlement as an instrument of protection and of the need for the international community to continue to provide adequate resettlement places for those refugees for whom no other durable solution is in sight,

Commending those States that, despite severe economic and development challenges of their own, continue to admit large numbers of refugees and displaced persons of concern to the Office of 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,

Commending the Office of the High Commissioner and its 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 need to keep issues related to refugees, asylum-seekers and other migratory flows firmly on the international political agenda, especially the question of solution-oriented approaches to deal with today's refugee problems;

3. Recognizes also that the current size and complexity of the world refugee situation require vigorous promotion of existing protection principles, as well as full and open debate on new directions for protection and on further development of the law in this area, paying particular attention to the responsibilities of States to resolve refugee situations and, especially with respect to countries of origin, to address and try to eradicate causes of refugee flows;

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

5. Condemns all violations of the rights and safety of refugees and asylum-seekers, in particular those perpetrated by military or armed attacks against refugee camps and settlements and forced recruitment into armed forces;

6. Recognizes that growing misuse of asylum procedures could compromise the institution of asylum and the maintenance of fair and efficient refugee status determination procedures, and endorses the general conclusion on international protection, in particular in relation to refugee status determination, adopted by the

Executive Committee of the Programme of the United Nations High Commissioner for Refugees at its forty-second session;

7. Endorses the conclusion on refugee children adopted by the Executive Committee of the Programme of the High Commissioner at its forty-second session, including the decision to establish a new post of coordinator for refugee children within the Office of the High Commissioner;

8. Commends the High Commissioner on the Guidelines on the Protection of Refugee Women, which provide a practical means of ensuring the protection of refugee women, including through the delivery of appropriate assistance programmes, and calls upon States, relevant agencies of the United Nations system and other organizations, whether governmental, inter-governmental or non-governmental, to implement the Guidelines;

9. Stresses the overriding importance of attaining durable solutions to refugee problems and, in particular, the need to address in this process the root causes of refugee movements, and calls upon the High Commissioner actively to explore new options for preventive strategies that are consistent with protection principles, as well as ways in which State responsibility and burden-sharing mechanisms might be strengthened;

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. Urges all States and relevant organizations to support the Office of the High Commissioner in its efforts to search for durable solutions to the problem of refugees and displaced persons of concern to the Office, primarily through voluntary repatriation;

12. Acknowledges that at present there are important opportunities for resolving long-standing refugee situations and welcomes the intention of the High Commissioner to reinforce the efforts of the Office to encourage and promote voluntary repatriation of refugees and their safe reintegration in the countries of origin;

13. Recognizes the importance of pursuing resettlement as a last resort where no other durable solutions are available and the need for States to respond rapidly and with flexibility to evolving situations where resettlement is required to ensure the protection of the refugees concerned;

14. Welcomes the initiatives taken by the High Commissioner to enhance the capacity of the Office to respond to emergencies and, taking into account current deliberations on a United Nations system-wide response, encourages the High Commissioner to continue to work closely with other United Nations agencies, as well as other organizations, whether governmental, intergovernmental or non-governmental, to assure a coordinated and effective response to emergency humanitarian situations of a complex and protracted nature, and calls upon Governments to assist in implementing these initiatives;

15. Endorses the decision of the Executive Committee of the Programme of the High Commissioner at its forty-second session concerning inter-agency cooperation and calls upon the High Commissioner to sustain her efforts in this area so that the multifaceted needs

of refugees, returnees, displaced persons and their host communities might be better addressed, in particular through development initiatives by relevant United Nations agencies and programmes;

16. Expresses deep appreciation & for the valuable material and humanitarian response of receiving countries, in particular those developing countries that, despite limited resources, continue to admit large numbers of refugees and asylum-seekers on a permanent or temporary basis;

17. 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 16 above and the High Commissioner in order to enable them to cope with the additional burden that the care for refugees and asylum-seekers represents;

18. Calls upon all Governments and other donors to contribute to the High Commissioner's programmes 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 Office of the High Commissioner are met.

General Assembly resolution 46/106

16 December 1991 Meeting 74 Adopted without vote

Approved by Third Committee (A/46/705) without vote, 20 November (meeting 451; 38-nation draft (A/C.3/46/L.28); agenda item 97.

Sponsors: Argentina, Australia, Austria, Belgium, Canada, Chile, Cyprus, Czechoslovakia, Denmark, El Salvador, Ethiopia, Finland, France, Germany, Ghana, Greece, Guatemala, Honduras, Hungary, Iceland, Ireland, Italy, Japan, Luxembourg, Malawi, Netherlands, New Zealand, Nicaragua, Norway, Pakistan, Philippines, Poland, Portugal, Romania, Spain, Sweden, United Kingdom, United States.

Meeting numbers. GA 46th session: 3rd Committee 34-39,43,45; plenary 74.

Financial and administrative questions

UNHCR total voluntary funds expenditure in 1991 amounted to \$862.5 million which, compared to 1990, represented an increase of \$318.5 million. Some \$370 million was spent on General Programmes and \$492.5 million under Special Programmes and other trust funds. As at 31 May 1991, total contributions, paid or pledged, amounted to \$515.2 million.

Special appeals were made in 1991 to respond to new situations such as the massive exodus of over 1 million Iraqi nationals into neighbouring countries and their subsequent return to northern Iraq, the emergency in the Horn of Africa, CPA, the repatriation of South African refugees and exiles, the preparatory phase of the voluntary repatriation to Cambodia and the humanitarian assistance programme in Yugoslavia.

The Executive Committee in 1990 had approved a budget for 1991 General Programmes of \$345.6 million. Revised estimates for 1991 General Programmes were submitted to special sessions of

the Executive Committee in February(3) and June 1991.(4) In February, the Executive Committee approved an increase in the General Programmes target by \$10 million to accommodate an increase in the Emergency Fund to \$20 million. The budget figure for General Programmes of \$355.6 million was subsequently increased by the Executive Committee to \$379.1 million on 28 June 1991 to cover other needs, especially in Africa.

In October, the UNHCR Executive Committee approved the country and area programmes and the overall allocations for 1992 General Programmes amounting to \$373.1 million (including \$20 million for the Emergency Fund and a Programme Reserve of \$32.1 million).

Accounts

1990 accounts

The audited financial statements on funds administered by UNHCR for the year ended 31 December 1990 showed a total expenditure of \$544 million and total income of \$668 million.(6)

In July 1991,(7) the Secretary-General transmitted to the General Assembly a synthesis of the main observations of the Board of Auditors on the audit of various United Nations funds; comments related to UNHCR project activities, improved facilities planning, and financial management and control systems.

Concurring with the Board's findings, the Advisory Committee on Administrative and Budgetary Questions (ACABQ), in October 1991,(8) recommended strengthening the management of cash resources in field offices, streamlining reporting procedures and planning adequately for storage facilities.

In October,(1) the UNHCR Executive Committee took note of the accounts and reports, and called on the High Commissioner to undertake a comprehensive review of reports to the Committee on UNHCR activities financed by voluntary funds, taking into account ACABQ's recommendations concerning simplification of reporting.

In December, the General Assembly, in resolution 46/183, accepted the financial report and the Board's audit opinions, endorsed ACABQ's recommendations and observations and requested the High Commissioner to take the required remedial action.

Subcommittee on Administrative and Financial Matters

The Executive Committee's Subcommittee on Administrative and Financial Matters met in 1991 at Geneva on 3 May and 4 and 8 October. In May, the Subcommittee discussed human resources management, including staffing strategy for emergency preparedness; funding mechanisms; 1990 in-

come and expenditure; 1991 programme requirements and funding for those programmes; evaluation activities; and the 1992-1993 United Nations regular budget.(9) The Subcommittee considered a broad range of issues in October including UNHCR evaluation; General Programmes targets for 1992; rationalized reporting; hosting countries; WFP/UNHCR cooperation; refugee women and children; evaluation activities; emergency response; audit report; status of contributions; fund-raising strategy; support costs; staffing; inter-agency cooperation; and public information.(10)

After taking note of a report on UNHCR's capacity to respond to refugee emergencies,(11) the Executive Committee requested the High Commissioner to keep the Subcommittee informed about the implementation of its decision on that subject.

Executive Committee

Enlargement of the Executive Committee

On 23 May,(12) Hungary requested that the Economic and Social Council consider enlarging UNHCR's Executive Committee, with a view to its candidacy for membership.

ECONOMIC AND SOCIAL COUNCIL ACTION

By decision 1991/206 of 7 February, the Economic and Social Council decided to consider at its first regular session the question of enlarging the Executive Committee. On 23 May, the Council adopted resolution 1991/1 recommending that the General Assembly take a decision at its forty-sixth (1991) session to increase the membership of the Executive Committee from 44 to 45 States. On the recommendation of its Third (Programme and Coordination) Committee, the Council, on 26 July, adopted resolution 1991/63 without vote.

Enlargement of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees

The Economic and Social Council,

Recalling General Assembly resolutions 1166(XII) of 26 November 1957, in which the Assembly provided for the establishment of an Executive Committee of the Programme of the United Nations High Commissioner for Refugees, and 1958(XVIII) of 12 December 1963, 2294(XXII) of 11 December 1967, 36/121 D of 10 December 1981,42/130 of 7 December 1987 and 45/138 of 14 December 1990, in which the Assembly provided for increases in the membership of the Executive Committee,

Taking into account its resolution 1991/1 of 23 May 1991, in which it recommended that the General Assembly take a decision at its forty-sixth session on the question of increasing the membership of the Executive Committee from forty-four to forty-five States,

Taking note of the note verbale dated 23 May 1991 from the Permanent Representative of Hungary to the United

Nations addressed to the Secretary-General regarding the enlargement of the Executive Committee,

Recommends that the General Assembly take a decision at its forty-sixth session on the question of increasing the membership of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees from forty-four to forty-six States.

Economic and Social Council resolution 1991/63

26 July 1991 Meeting 31 Adopted without vote

Approved by Third Committee (E/1991/139) without vote, 19 July (meeting 13); 4-nation draft (E/1991/C.3/L.2); agenda item 18.

Sponsors: Austria, Canada, Ethiopia, Hungary.

GENERAL ASSEMBLY ACTION

On 16 December 1991, on the recommendation of the Third Committee, the General Assembly adopted resolution 46/105 without vote.

Enlargement of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees

The General Assembly,

Taking note of Economic and Social Council resolutions 1991/1 of 23 May 1991 and 1991/63 of 26 July 1991 on the enlargement of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees,

Taking note also of the note verbale dated 27 September 1990 from the Permanent Representative of Ethiopia to the United Nations^a and the note verbale dated 23 May 1991 from the Permanent Representative of Hungary to the United Nations addressed to the Secretary-General regarding the enlargement of the Executive Committee,

1. Decides to increase the membership of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees from forty-four to forty-six States;

2. Requests the Economic and Social Council to elect the two additional members at its resumed organizational session in 1992.

^aE/1990/121.

General Assembly resolution 46/105

16 December 1991 Meeting 74 Adopted without vote

Approved by Third Committee (A/46/705) without vote, 20 November (meeting 45); 5-nation draft (A/C.3/46/L.27), orally revised; agenda item 97.

Sponsors: Austria, Ethiopia, Hungary, Philippines, Singapore

Meeting numbers. GA 46th session: 3rd Committee 34-39,43,45; plenary 74.

REFERENCES

- (1)A/46/12/Add.1. (2)A/AC.96/754. (3)A/AC.96/768.
(4)A/AC.96/771. (5)A/46/12. (6)A/46/5/Add.5. (7)A/46/298.
(8)A/46/510. (9)A/AC.96/770. (10)A/AC.96/782. (11)A/AC.96/785.
(12)E/1991/101.

Refugee assistance and protection

Assistance

During 1991,(1) UNHCR continued to cooperate with concerned Governments and the interna-

tional community in efforts to meet the humanitarian needs of refugees throughout the world. In the absence of durable solutions, UNHCR was forced to maintain care and maintenance programmes.

The international community's response to the plight of refugees in 1991 had been unparalleled in the 40-year history of UNHCR; total extra-budgetary funds received under General and Special Programmes amounted to some \$904 million. Obligations amounted to \$862.5 million, of which General Programmes expenditure was \$370 million and that of Special Programmes \$492.5 million. Administrative expenditure, covered by the United Nations regular budget, amounted to a further \$20.4 million. In terms of volume of activity and related expenditure, 1991 exceeded 1990 expenditure by almost 60 per cent. The total amount obligated from the Emergency Fund was more than \$18.5 million, including \$4 million for assistance to newly arrived Ethiopians in the Sudan, \$2.9 million for persons from Yugoslavia in Hungary, \$1.8 million for Ethiopian refugees in Djibouti, \$1 million for Sudanese refugees in Ethiopia, \$1.2 million for Ethiopian and Somali refugees in Kenya, \$1.1 million for Burundi, Rwandese and Sudanese refugees in Zaire, \$700,000 for Ethiopian and Somali refugees in Yemen and \$1.05 million for displaced persons in Yugoslavia.

UNHCR continued to provide intermediate assistance in the form of care and maintenance, and \$211.8 million was allocated for such assistance. Some \$59.1 million was allocated in Ethiopia, and Guinea, Hong Kong, Kenya, Mexico, Pakistan, the Sudan and Thailand also received major care programmes, as did Malawi for its growing Mozambican refugee population.

The primary objective of UNHCR remained the pursuit of durable solutions through voluntary repatriation, local integration in a country of first asylum or resettlement in a third country. In 1991, some \$222.1 million was obligated under General and Special Programmes to promote this objective. A total of \$134.1 million was spent in 1991 on voluntary repatriation, with major programmes mounted in Ethiopia, Hong Kong, Nicaragua, Pakistan, the Sudan and Viet Nam. Expenditures for local settlement activities amounted to \$70.2 million, with assistance for the establishment of rural settlement projects provided to China, Côte d'Ivoire, Ethiopia, Guinea, Mexico, Senegal, Uganda, Zaire and Zambia. South-East Asia remained the principal focus of resettlement operations, with new homes provided to 25,720 Indo-Chinese from the region facilitated under CPA. By 31 December, of the 49,220 persons belonging to the pre-cut-off date group of long-stayers, as defined by CPA, a total of 48,338 had been accepted and 46,500 had departed. During 1991, 119 of those

resettled were rescued at sea. Some 3,525 refugees from the Middle East and South-West Asia were resettled as a result of conflict in those regions, including a few Afghans, Iranians and Iraqis. In 1991, UNHCR assistance activities in Africa totalled \$274.5 million; in Latin America and the Caribbean, \$38.7 million; in Europe and North America, \$29.8 million; in Asia and Oceania, \$133.9 million; and in South-West Asia, North Africa and the Middle East, \$282.7 million.

UNHCR promoted greater public awareness of the refugee problem by producing and distributing a variety of written and audio-visual materials. Three issues of the magazine *Refugees* were published in Japanese and German, four in Italian and six in English, French and Spanish. In 1991, over 300 events in more than 100 countries, including round-tables, seminars, television programmes, concerts, commemorative stamp issues, special publications and photo exhibits, were organized to commemorate UNHCR's fortieth anniversary.

Refugee aid and development assistance

In October, a refugee aid and development programme costing \$10 million was prepared jointly by UNDP and UNHCR in Malawi to address environmental and development needs. Technical planning was completed for phase III of the income-generating project for refugee areas in Pakistan, a project executed by the World Bank. The IFAD/UNHCR South Khorasan Rangeland rehabilitation and refugee income-generating activities project in Iran began on a reduced scale, pending additional funding. In Central America, of the 59 projects presented by the seven countries (Belize, Costa Rica, El Salvador, Guatemala, Honduras, Mexico, Nicaragua) of CIREFCA, 34 had received funding totalling \$65 million.

In October also,(2) the Executive Committee encouraged the High Commissioner to continue advocating greater inter-agency cooperation and, with the UNDP Administrator, to undertake steps to bring to fruition joint development activities aimed at benefiting refugees, returnees, displaced persons and their host communities.

In May, the UNDP Administrator reported on UNDP's response to emergencies, refugees and displaced persons during the year.

On 25 June,(3) the UNDP Governing Council recommended that the Administrator continue cooperation with UNHCR, UNDRO and other United Nations organizations dealing with natural and other disasters. It requested him to assess the impact on the development process of countries hosting large refugee populations and displaced persons and integrating returnees, and, based on that assessment, to mobilize resources

to assist the development process in relation to the scale of the disruption.

Also on 25 June,(4), the Council, in a decision concerning assistance to Djibouti, Ethiopia, Kenya, Somalia, the Sudan and Yemen, requested the Administrator, in cooperation with other organizations, particularly UNHCR, WFP, UNICEF and WHO, to assist the Secretary-General in mobilizing resources to meet the immediate needs of refugees, returnees and displaced persons. It also requested him to assess the impact of the critical humanitarian situation on the development of the affected countries, with a view to providing technical and financial assistance.

Assistance to refugees in Africa

The trend, pattern and overall magnitude of refugee movements in Africa remained comparatively stable during 1991. However, influxes into Malawi from Mozambique continued unabated. Events in Somalia, Ethiopia, the Sudan, Burundi, Zaire and Sierra Leone led respectively to further influxes of refugees into Djibouti, Kenya, Uganda, Rwanda, Zaire, the Congo and Guinea. By the end of 1991, the total refugee population in Africa totalled 5.4 million. The new exoduses made it necessary to initiate emergency assistance programmes.

Mozambican refugees in Malawi increased by over 70,000, to almost 1 million. However, drought had an adverse impact on UNHCR's ability to deal effectively with problems related to food shortages, water supply, health services, inadequate logistic capacity and storage systems, road maintenance, education and steps to reverse the ecological degradation created by the presence of such a large number of refugees. Assistance to 140,000 Mozambicans in Swaziland, the United Republic of Tanzania, Zambia and Zimbabwe continued. Simultaneously, however, some voluntary repatriation to Mozambique, both spontaneous and organized, took place. UNHCR's assistance programme in Mozambique continued to meet the needs of those returnees, estimated at some 253,000 as at the end of 1991.

The West African subregion was again confronted with internal strife, among which was the intensification of the armed conflict in the south-eastern provinces of Sierra Leone, culminating in the internal displacement of hundreds of thousands of Sierra Leoneans and causing 160,000 to seek asylum in Guinea and 12,000 in Liberia in April. Emergency relief assistance was provided to the Sierra Leonean refugees from the ongoing care and maintenance project in Guinea.

Efforts to resolve the Touareg problem in Mali were stalemated. In addition to Touareg refugees in Algeria and Mauritania, over 1,000 urban cases were registered in Burkina Faso (Ouagadougou) and the Niger (Niamey).

Unsuccessful attempts to find a solution to the crisis in Liberia forced over 665,000 persons to remain in exile in neighbouring countries. A joint donor/United Nations agency, WFP/UNHCR and NGO mission was fielded at the end of 1991 to Côte d'Ivoire, Guinea and Sierra Leone—the three main countries hosting Liberian refugees—as well as to Liberia, to review the food situation. (For details on the situation in Liberia, see PART TWO, Chapter I.)

In Somalia, since the collapse in January 1991 of the former Government, the majority of the Issak Somali refugees had expressed their wish to repatriate to north-west Somalia. Some 100,000 of them had spontaneously returned to north-west Somalia due to poor security in eastern Ethiopia. Some 300,000 out of an estimated 550,000 Ethiopian returnees from Somalia were paid \$10.6 million in travel grants and were dispersed to their home villages. In March, UNHCR appealed to the international community for \$41.9 million. In July, UNHCR undertook a successful repatriation airlift for 53,000 ex-soldiers from Kassala in eastern Sudan to Jimma in western Ethiopia.

With a national population of over half a million, Djibouti was host to some 91,500 refugees of Somali origin and 13,000 Ethiopian refugees. Assistance in the form of food aid, health and water services and the strengthening of logistic services—port and railroad-enabled cost-effective delivery of emergency relief supplies to Ethiopia. The changed political climate in Ethiopia permitted the voluntary repatriation of Eritreans. Discussions with the Sudan and Eritrea began to establish the modalities for registration, transportation and reception and rehabilitation in Eritrea of 250,000 Eritreans who had been in the Sudan. UNHCR continued its care and maintenance programme in the Sudan at a total cost of \$9.9 million. In addition, food was provided through WFP to all refugees living in UNHCR-assisted camps and settlements. In a related development, the Sudanese refugees in the Gambela region of western Ethiopia were forced to flee their camps in May 1991 and return involuntarily to their country of origin. Some 200,000 to 250,000 persons arrived in the Nasir-Pochala area in south-east Sudan. Emergency assistance was provided through Operation Lifeline Sudan, a UNDP/UNICEF programme.

Events in Somalia had led to a continuing large-scale outflow of refugees to Kenya's coastal area between the border and Mombasa, as well as to the Liboi area in Garissa district. Some 122,000 Somalis were accommodated at the reception centre at Liboi, as well as at the camps in Ifo and Utange. In June, substantial numbers of Ethiopian refugees began to arrive in Kenya, reaching a maximum of 8,000 who were accommodated in

Walda camp. Most of them later repatriated spontaneously.

Ongoing conflicts in southern Sudan led to new refugee influxes into northern Zaire and the Central African Republic. A major UNHCR care and maintenance programme at a cost of \$2.5 million in 1991 was undertaken in Haut-Zaire.

UNHCR and South Africa signed a Memorandum of Understanding on the Voluntary Repatriation and Reintegration of South African Returnees in September. An operative Agreement Governing the Status of UNHCR in South Africa was also signed in October. On 18 October, an appeal for repatriation to South Africa for an amount of \$28.4 million was launched to assist 30,000 beneficiaries with transport and reintegration assistance for six months. The first flights carrying returnees from the United Republic of Tanzania to Johannesburg and Durban took place in mid-December. However, high unemployment and lack of shelter discouraged many South Africans from returning home at that time.

During 1991, UNHCR expenditures in Africa totalled \$290.9 million, of which \$185.2 million was under General Programmes and \$105.7 million under Special Programmes.

Refugees in southern Africa

The 1988 International Conference on the Plight of Refugees, Returnees and Displaced Persons in Southern Africa,⁽⁵⁾ called for by OAU⁽⁶⁾ and welcomed by the General Assembly in 1987,⁽⁷⁾ had sought to sensitize the international community to the plight of refugees, returnees and displaced persons in the nine countries which, for the purpose of the Conference, constituted the southern African region (Angola, Botswana, Lesotho, Malawi, Mozambique, Swaziland, United Republic of Tanzania, Zambia, Zimbabwe).

In response to a General Assembly resolution of 1990,⁽⁸⁾ the Secretary-General submitted a report in September 1991 on action taken by 10 Member States, the United Nations Secretariat, five specialized agencies and six intergovernmental organizations to assist refugees, returnees and displaced persons in southern Africa.⁽⁹⁾

Student refugees

Pursuant to a General Assembly resolution of 1990, ⁽¹⁰⁾ the Secretary-General reported in September 1991 on assistance to student refugees in southern Africa.⁽¹¹⁾ As in previous years, UNHCR continued to organize and implement programmes for educational and other assistance, mainly for South African and Mozambican refugees in southern Africa and elsewhere. Following a mass repatriation operation between June 1989 and

June 1990, UNHCR activities on behalf of Namibian students were virtually discontinued. A group of 2,266 Namibian students in Zambia was assisted beyond the closure of the repatriation operation to allow completion of the school year and was subsequently repatriated. Although UNHCR educational programmes were designed for South African and Mozambican students and targeted at the primary and secondary levels, UNHCR continued to provide assistance to refugee students of other nationalities at higher post-secondary levels. Such assistance continued to be funded by the United Nations Educational and Training Programme for Southern Africa.

Some 19,100 refugee students in Botswana, Lesotho, Mozambique, Swaziland and Zimbabwe were supported at primary, secondary and vocational levels. In Botswana, Lesotho and Swaziland, some 42 students of various nationalities were sponsored for study at the university level for the 1991/92 academic year.

Refugees in other African countries

Chad

In response to a General Assembly request of 1990, (12) the Secretary-General submitted in September 1991 a report on assistance to voluntary returnees and displaced persons in Chad.(13) During the first live months of 1991, limited repatriation had continued and 2,700 refugees had been repatriated from Cameroon. That operation was financed under UNHCR annual programme allocations. Some 20,000 Chadians in settlements in Northern Darfur, Sudan, were expected to be repatriated towards the end of 1991 or early in 1992.

Djibouti

Pursuant to a General Assembly resolution of 1990,(14) the Secretary-General submitted in September 1991 a report on humanitarian assistance to refugees and displaced persons in Djibouti.(15) In early 1991, new influxes of Somali refugees were reported in the border villages of Ali-Ade, Assamo and Hol-Hol. By May, some 20,000 had been registered. With the escalation of armed conflict in Ethiopia, there were large influxes of Ethiopian refugees into neighbouring countries. In the early stages, some 140,000 refugees were reported to have arrived in Djibouti. By mid-June that figure had been reduced to 15,000 due to spontaneous repatriation. Following the influxes from Ethiopia and Somalia, the Government of Djibouti allocated three sites to the Somalis and two to the Ethiopians and appealed to the international community for assistance in establishing refugee reception centres. UNHCR responded by making immediately available some \$1.8 million from its

Programme Reserve and Emergency Fund to meet the basic needs of the refugees for shelter, domestic items and an adequate supply of potable water. Four of the five reception centres were established by mid-June-three for 20,000 Somali refugees and one for about 5,000 Ethiopians. WFP mobilized a six-month ration for 30,000 Ethiopian and Somali refugees, while UNICEF and WHO provided emergency health-kits and medicines.

At the end of 1991, there were some 96,144 refugees in Djibouti.

Ethiopia

In accordance with a General Assembly request of 1990,(16) the Secretary-General submitted in September 1991 a report describing assistance to refugees and returnees in Ethiopia.(17) The escalation of civil strife in Somalia since late 1990 had generated further influxes of Somali refugees (600,000) and Ethiopian returnees (200,000) into Ethiopia, bringing the total number of people receiving UNHCR assistance as at the end of June 1991 to 1.2 million. UNHCR responded to a new influx of more than 200,000 Somali refugees in early 1991 by mobilizing existing resources and airlifting emergency relief items. The 1991 budgetary allocation for assistance to 1 million Somali and Sudanese refugees was subsequently revised upwards to \$76.2 million. The relief operation was disrupted by the civil strife and change of government in Ethiopia in May 1991. Many camp facilities, warehouses, offices, clinics, staff houses, vehicles and trucks were looted and destroyed, and many refugees fled. UNHCR together with other United Nations agencies and NGOs attempted to re-establish the relief operation.

UNHCR attempted to assist some 200,000 former Ethiopian refugees from Somalia who had spontaneously returned in early 1991; it provided an initial travel grant and a one-month food package to enable as many of them as possible to return to their areas of origin. UNHCR tried to encourage as many persons as possible to move away from the Ethiopia-Somalia border. A cross-border operation from Kenya to Negele/Dolo and Suftu was under way, with UNHCR consulting with WFP to make available the food required for distribution.

At the end of 1991, there were 527,000 refugees in Ethiopia.

Liberia

In accordance with a General Assembly request of 1990,(18) the Secretary-General submitted a report in September 1991 on emergency humanitarian assistance to Liberian refugees and displaced persons.(19) The year-long civil war in Liberia had caused over 750,000 Liberians to seek asylum in Côte d'Ivoire (300,000), Ghana (10,000), Guinea

(325,000), Nigeria (1,000), and Sierra Leone (125,000), as well as the internal displacement of another 1.5 million Liberians. Emergency assistance was provided through the United Nations Emergency Relief Operation in Liberia (UNSCOL). Food was provided by WFP and Catholic Relief Services, and WHO, operating in the medical field for UNSCOL, supervised medical institutions. UNICEF, Plan International and Médecins sans Frontières (Belgium) finalized plans for the support of up to 30 educational community centres to provide a literacy and numeracy programme in addition to day-care facilities and counselling. UNICEF was also soliciting \$300,000 for rehabilitating water and electricity systems.

In May, a revised operational budget of \$27.1 million for Liberian refugees was approved at the annual UNHCR target review exercise. The assistance base, which began in 1990 and was consolidated in 1991, emphasized the promotion of self-reliance and local integration through agricultural and income-generating activities, education and health. Efforts were made to improve water and sanitation in all affected countries and UNHCR contributed complementary commodities to refugee relief operations in Côte d'Ivoire, Guinea and Sierra Leone. In terms of education, the refugees had organized schools and were teaching on a voluntary basis using basic school materials provided by UNHCR.

Malawi

In response to a General Assembly request of 1990,(20) the Secretary-General submitted a report in September 1991 describing assistance to refugees and displaced persons in Malawi.(21) At the end of March 1991, government figures indicated a total refugee case-load of 954,000, of whom 50,000 had spontaneously settled in various districts. All the refugees in Malawi were Mozambicans of rural origin, most of whom were illiterate. UNHCR's assistance programme was carried out through government ministries and supplemented, where necessary, by NGOs.

The 1991 appropriation of \$25 million for UNHCR assistance to refugees in Malawi was provided as food; health care; water and sanitation; domestic items such as blankets, clothing, cooking utensils, water containers and soap; materials for shelter construction; community services; education; agricultural activities; veterinary services; and forestry. Some \$4 million of that appropriation went to legal assistance, operational support and project personnel.

At the end of 1991, there were 950,031 refugees in Malawi.

Somalia

Pursuant to a General Assembly resolution of 1990,(22) the Secretary-General in September 1991

summarized replies received from one Member State, two specialized agencies and four other United Nations organizations on assistance provided to Somalia.(23) The specialized agencies and other organizations reported that the intensification of civil unrest had led to the suspension, as at January 1991, of United Nations operations, some of which were resumed on a limited scale in August.

At the end of 1991, there were 460,000 refugees in Somalia.

Sudan

In response to a General Assembly request of 1990,(24) the Secretary-General submitted in September 1991 a report on the situation of refugees in the Sudan.(25) An emergency operation was begun in May to meet the relief needs of nearly 100,000 Ethiopians, mainly young conscripts who had fled their garrisons in Eritrea. Food rations were provided to all UNHCR-assisted refugees, which involved doubling the food requirements, which had to be imported by WFP or received by UNHCR as donations in kind. Efforts were continued to reduce refugee dependence on direct assistance by linking UNHCR assistance to national development efforts carried out by bilateral donors and the European Community. UNHCR completed the first phase of a programme to improve infrastructure and services in refugee-affected areas in eastern Sudan with special contributions from a major donor. The second phase of the programme was to be completed by 1993.

The drought and resulting food shortages in Chad postponed organized repatriation of Chadians until later in the year.

There were 729,200 refugees in the Sudan at the end of 1991.

GENERAL ASSEMBLY ACTION

On 16 December 1991, the General Assembly, on the recommendation of the Third Committee, adopted resolution 46/108 without vote.

Assistance to refugees, returnees and displaced persons in Africa

The General Assembly,

Recalling its resolution 45/139 of 14 December 1990 on emergency humanitarian assistance to Liberian refugees and displaced persons, as well as its resolutions 45/154 on assistance to refugees in Somalia, 45/156 on assistance to voluntary returnees and displaced persons in Chad, 45/157 on humanitarian assistance to refugees and displaced persons in Djibouti, 45/159 on assistance to refugees and displaced persons in Malawi, 45/160 on the situation of refugees in the Sudan, 45/161 on assistance to refugees and returnees in Ethiopia, 45/171 on assistance to student refugees in southern Africa, all of 18 December 1990, and resolution 45/137 on the International Conference on the Plight of Refugees, Returnees and Displaced Persons in Southern Africa of 14 December 1990,

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

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

Convinced of the necessity of strengthening the capacity within the United Nations system for the implementation and the 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 of origin to create conditions conducive to voluntary repatriation,

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,

Recognizing the catalytic role the High Commissioner plays, together with the international community and development agencies, in the promotion of humanitarian aid and development with a view to finding durable and lasting solutions for refugees, returnees and displaced persons,

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

Welcoming the establishment by the Secretary-General of an office for the Special Emergency Programme for the Horn of Africa and its efforts to coordinate needs assessment and to mobilize resources,

Taking into account the consolidated inter-agency appeal for the Special Emergency Programme for the Horn of Africa,

Bearing in mind the necessity of facilitating the work of humanitarian organizations in the Horn of Africa, in particular in the supply of food, medicine and health care to refugees, returnees and displaced persons,

Deeply concerned by the incessant inflow of externally displaced persons and refugees, which has added considerably to the burden already being carried by Djibouti in respect of refugees in the country, whose combined number now stands at over ninety thousand,

Noting that according to the situation report No. 1 of 1 October 1991 issued by the office for the Special Emergency Programme for the Horn of Africa, in Djibouti the ratio of refugees to nationals is nearing one to four, which poses a considerable burden on the country in terms of security, a drain on economic resources and pressure on social services, given the alarming number of externally displaced persons and refugees and the size of the country and its population,

Bearing in mind that the majority of externally displaced persons and refugees in Djibouti are concentrated in the country's main urban centres and aware of all the implications thereof,

Recognizing the influxes of refugees and voluntary returnees and the presence of displaced persons in Ethiopia,

Deeply concerned about the massive presence of refugees, voluntary returnees and displaced persons in Ethiopia

and the enormous burden this has placed on the country's infrastructure and meagre resources,

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

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 and victims of natural disasters,

Aware also of the burden placed on the Government of Kenya because of the recent influx of refugees from Somalia and Ethiopia,

Recognizing the efforts that have been made by the Government of Kenya with the assistance of the Office of the United Nations High Commissioner for Refugees and bilateral donors to deal with this emergency situation, and the need for further assistance to over forty-eight thousand refugees still in Kenya,

Deeply concerned about the tragic impact that the civil war in Somalia has had 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,

Welcoming the High Commissioner's initial repatriation plan and aware that thousands of Somali refugees who are at present in other neighbouring countries, as well as internally displaced persons who wish to return to their homes of origin, require a planned and integrated international assistance programme designed to cover their basic needs,

Equally concerned about the plight of Ethiopian refugees remaining in Somalia who urgently need international assistance for their voluntary repatriation to their country of origin,

Deeply 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 gravity of the situation,

Noting with appreciation that the Sudan has hosted, over an extended period of time, more than seven hundred and eighty thousand refugees, and that the country received an additional influx of nearly one hundred thousand Ethiopian refugees in May 1991, notwithstanding the consequent heavy burden shouldered by the people and the Government of the Sudan and in spite of the prevailing economic difficulties of the country,

Recognizing the efforts of the Government of the Sudan, the Government of Ethiopia and the Office of the High Commissioner to organize the voluntary repatriation of the Ethiopian refugees despite the serious financial and logistical problems,

Emphasizing the need to help refugees by implementing the projects for refugee aid and development in refugee-affected areas of the Sudan in accordance with resolution 45/160,

Considering that the difficulties of repatriation and reintegration of returnees and relocation of displaced persons are aggravated by natural disasters and that the process poses serious 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 decisions reached at the meeting held at Yamoussoukro, Côte d'Ivoire, on 30 October 1991, which could lead to a final settlement,

Bearing in mind the findings and recommendations contained in the report of the Secretary-General on emergency humanitarian assistance to Liberian refugees and displaced persons, particularly the need to continue emergency relief operations pending a comprehensive needs-assessment mission to all parts of Liberia, which will result in a unified appeal and a concerted plan of action for the relief and rehabilitation of Liberia,

Recognizing the increasing number of voluntary returnees to Liberia and the enormous burden this has placed on the country's infrastructure and fragile economy,

Concerned that despite the efforts made to provide the necessary material and financial assistance for the Liberian refugees and for the relocation of displaced persons, the situation still remains precarious and has serious implications for the long-term development process 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 enable them to continue their efforts to provide assistance to the refugees,

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

Bearing in mind the findings and recommendations of the inter-agency mission to Malawi,^a 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, as well as the long-term national development needs of the country,

Recognizing the need to view refugee-related development projects within local and national development plans,

Convinced that 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 and also to highlight the plight of these persons,

Welcoming with appreciation the fact that the High Commissioner has continued in 1990 and 1991 to organize and implement programmes for educational and other appropriate assistance for student refugees in the southern African region,

Expressing its appreciation to the Governments of Botswana, Lesotho, Mozambique, Swaziland, Zambia and Zimbabwe for the cooperation that they have extended to the High Commissioner on matters concerning the welfare of student refugees,

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

2. Expresses its appreciation to the Secretary-General, the High Commissioner, donor countries and inter-

governmental and non-governmental organizations for their assistance in mitigating the plight of the large number of refugees, returnees and displaced persons;

3. Commends the Governments concerned 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;

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

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 material, financial 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. Calls upon the Secretary-General and the High Commissioner to continue their efforts to mobilize humanitarian assistance for the relief, repatriation, rehabilitation and resettlement of refugees, returnees and displaced persons;

8. 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;

9. 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;

10. Requests the Secretary-General to study and assess the environmental and socio-economic impact of the prolonged presence of refugees in the host countries with a view to rehabilitating those areas;

11. Requests the Secretary-General to submit a comprehensive and consolidated report on the implementation of the present resolution to the General Assembly at its forty-seventh session, under the sub-item entitled "Questions relating to refugees, returnees and displaced persons", and an oral report to the Economic and Social Council at its regular session of 1992.

^aA/43/536

General Assembly resolution 46/108

16 December 1991 Meeting 74 Adopted without vote

Approved by Third Committee (A/46/705) without vote, 20 November (meeting 45); 58-nation draft (A/C.3/46/L.30), orally revised: agenda item 97.

Sponsors: Algeria, Austria, Bahrain, Bangladesh, Belgium, Bolivia, Cameroon, Canada, Central African Republic, Chad, Chile, China, Côte d'Ivoire, Denmark, Djibouti, Dominican Republic, Egypt Ethiopia, Finland, France, Germany, Ghana, Greece, Guinea, Iceland, India, Ireland, Italy, Japan, Kenya, Lesotho, Liberia, Libyan Arab Jamahiriya, Luxembourg, Madagascar, Malawi, Malaysia, Mali, Morocco, Netherlands, Nigeria, Norway, Oman, Pakistan, Philippines, Portugal, Senegal, Somalia, Spain, Sudan, Suriname, Sweden, Turkey, United Arab Emirates, United Kingdom, United States, Zambia, Zimbabwe.

Meeting numbers. GA 46th session: 3rd Committee 34-39,43,45; plenary 74.

Europe and North America

Following changes affecting Central and Eastern Europe, UNHCR substantially increased its activities in that area. It also increased its promotion

of refugee law and advisory activities to help Governments to address the flow of asylum-seekers. The management of mass flows triggered by the Persian Gulf crisis, into Turkey and back to Iraq, and by events in Yugoslavia proved difficult in view of budgetary and staffing constraints. In addition to the emergency operation in Yugoslavia, implemented at the Secretary-General's request, for over 600,000 displaced persons, UNHCR opened an office in Moscow and placed liaison officers in all Central European capitals. (For details of events in Europe, see PART TWO, Chapter IV.)

In Western Europe, the number of asylum-seekers continued to increase in 1991, reaching 545,000, compared to 420,000 in 1990. Most of the new arrivals came from outside the region, while asylum-seekers from south-eastern Europe constituted a significantly higher proportion than in previous years. The increasing influx created large backlogs of asylum applications, straining reception facilities and public and private relief efforts. In addition, high rejection rates suggested that asylum procedures were being used for ordinary migratory movements. Following an increase in xenophobic and racist attitudes, with a high incidence of violent attacks on reception centres, many Governments introduced legislation and practical measures to speed up the determination process and attempted to harmonize their asylum systems and prevent unsuccessful applicants from lodging successive claims in the same or other countries. In addition, countries had moved closer to establishing common entry requirements and had increased border controls, visa regulations and carrier sanctions for bringing in undocumented aliens.

UNHCR voluntary funds expenditure in Europe and North America totalled \$24.6 million, of which \$21.5 million was under General Programmes.

Latin America and the Caribbean

In 1991, the CIREFCA process, as contained in the Concerted Plan of Action in favour of Central American Refugees, Returnees and Displaced Persons(26) adopted at the 1989 Conference, had facilitated the promotion of durable solutions for Central American refugees. Voluntary repatriation continued with 12,666 refugees repatriated from Costa Rica to Nicaragua, 2,326 from Mexico to Guatemala and 2,663 from various Central American countries to El Salvador. In addition, by March 1991, 36,392 Nicaraguans had repatriated from Honduras under the International Support and Verification Commission established in 1989(27) to carry out the demobilization and repatriation or relocation of the Nicaraguan Resistance and their families. Some 8,887 Sal-

vadorians also had repatriated. These movements permitted the closure of refugee camps and corresponding UNHCR sub-offices at La Mosquitia and El Paraiso, Danlí. An additional 6,627 refugees and 132 demobilized members of the Nicaraguan Resistance repatriated voluntarily from Costa Rica. The Costa Rican Government's policy of promoting voluntary repatriation while permitting local integration resulted in the closure of all its refugee camps. In Belize, Costa Rica and Mexico, the region's three main asylum countries, assistance was provided to 58,479 registered refugees.

The voluntary repatriation of Guatemalan refugees was facilitated by a Letter of Understanding signed in November 1991 by the High Commissioner and the President of Guatemala. Guatemalan refugees in the Mexican states of Campeche and Quintana Roo continued to benefit from a local integration programme.

Following the overthrow in September of Haiti's President, UNHCR encouraged countries in the region to respect the principle of non-refoulement—whereby refugees and asylum-seekers would not forcibly be returned to countries where they faced persecution or other dangers—and to offer Haitian arrivals temporary asylum pending negotiation by UNHCR of a regional burden-sharing framework, in coordination with OAS, and the stabilization of the situation in Haiti. Honduras, Suriname and Venezuela agreed to accept a quota of Haitians on a temporary basis, while direct arrivals were reported in the Bahamas, Cuba and Jamaica.

The voluntary repatriation of Chileans from neighbouring countries and from Eastern Europe and Australia continued in 1991. A joint UNHCR/IOM appeal was launched in February for an assistance project to benefit 5,000 returnees.

During 1991, UNHCR expenditures in Latin America and the Caribbean totalled \$43.8 million, of which \$19.8 million was under General Programmes and \$23.9 under Special Programmes.

Follow-up to the International Conference on Central American Refugees

In September 1991,(28) the Secretary-General reported on progress made since his September 1990 report(29) in implementing a 1989 resolution of the General Assembly relating to CIREFCA.(30)

UNHCR efforts, in cooperation with UNDP, had been directed at implementing and funding projects that attracted donor support, while attempting to secure the necessary resources for the remainder. Of the 59 projects presented by the CIREFCA countries, 34 had received funding totalling \$65 million and were being implemented.

The Development Programme for Displaced Persons, Refugees and Returnees, a region-wide

inter-agency programme implemented by UNDP in cooperation with other United Nations agencies, including UNHCR, was under way. The Programme aimed at the social and economic integration of uprooted populations in Central America and Belize.

In accordance with CIREFCA's Concerted Plan of Action,(26) meetings of the CIREFCA Follow-Up Committee were held in 1991 at San José, Costa Rica (2 and 3 April), San Pedro Sula, Honduras (17-19 June), Tegucigalpa, Honduras (13 and 14 August) and Managua, Nicaragua (25 and 26 October).(31)

In October,(2) the UNHCR Executive Committee called on the Secretary-General, UNHCR and UNDP to maintain the CIREFCA process and expressed its support for the CIREFCA countries' decision to convene a further international meeting of the Follow-Up Committee in El Salvador in March 1992.

GENERAL ASSEMBLY ACTION

On 16 December 1991, the General Assembly, on the recommendation of the Third Committee, adopted resolution 46/107 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 and 45/141 of 14 December 1990,

Recalling also 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,^a

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,^b 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 substantial progress 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,

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 report of the Secretary-General, and the relevant sections of the report of the United Nations High Commissioner for 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 and at Managua on 25 and 26 October 1991;

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. 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;

8. 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;

9. 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;

^aA/C.3/43/6.

^bCIREFCA/CS/90/10.

10. Also supports the decision of the Central American countries, Belize and Mexico to convene the second international meeting of the Follow-Up Committee of the Conference at San Salvador in March 1992, for the purpose of evaluating the progress made thus far in the implementation of the Concerted Plan of Action and to define ways of improving its application;

11. Supports the initiative of the Governments of the countries of Central America, Belize and Mexico to extend the duration of the Conference process as long as may be necessary, in light of the new needs that have emerged following the changes in the region;

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

General Assembly resolution 46/107

16 December 1991 Meeting 74 Adopted without vote

Approved by Third Committee (A/46/705) without vote, 20 November (meeting 45); 29-nation draft (A/C.3/46/L.29); agenda item 97.

Sponsors: Argentina, Belize, Brazil, Chile, Colombia, Costa Rica, Cuba, Cyprus, Dominican Republic, Ecuador, Egypt, El Salvador, Finland, France, Guatemala, Honduras, Italy, Mexico, Morocco, Nicaragua, Norway, Panama, Paraguay, Peru, Spain, Suriname, Sweden, Uruguay, Venezuela. Meeting numbers. GA 46th session: 3rd Committee 34-39,43,45; plenary 74.

East and South Asia and Oceania

As at 31 March 1991, 109,000 Vietnamese asylum-seekers remained in camps in the region, the highest total since 1979. Also, 8,600 Vietnamese asylum-seekers, each provided with the equivalent of \$30 per month for one year, returned to Viet Nam. In early April, the Commission of the European Communities concluded a Memorandum of Understanding with UNHCR under which the Commission would provide training and long-term reintegration assistance to all returnees and contribute towards financing their return.

Intensive preparations were made for repatriating some 370,000 Cambodian refugees and displaced persons in Thailand, following the signing in Paris on 23 October 1991 of the Comprehensive Political Settlement of the Cambodian Conflict. UNHCR was entrusted with coordinating international assistance, while the operation was being conducted under the overall authority of the Secretary-General and his Representative in Cambodia. On 2 November 1991, Thailand, the Supreme National Council of Cambodia and UNHCR signed a tripartite memorandum of understanding detailing the responsibilities of the three parties and establishing their cooperation to ensure the voluntary character of the repatriation. The memorandum ensured that no residual cases would remain in Thailand. During the planning phase, UNHCR registered potential returnees to Cambodia, intensified an information campaign and helped construct transit and processing facilities. In November, a land identification mission and an initial survey of the presence of mines took

place. In an appeal by the Secretary-General, a budgetary provision of \$2 million was included for mine surveys. (For details of the situation in Cambodia, see PART TWO, Chapter III.)

On 1 November, the management of the United Nations Border Relief Operations, which since 1982 had been responsible for the care and maintenance of the border population, was transferred to UNHCR.

Considerable progress was made in implementing CPA, adopted at the 1989 International Conference on Indo-Chinese Refugees.⁽³²⁾ A total of 28,612 Vietnamese asylum-seekers arrived in Hong Kong and in countries in South-East Asia in 1991, compared with 39,079 in 1990. The decrease was due to a mass information campaign, joint UNHCR/European Community announcements that the level of cash assistance would be reduced for all asylum-seekers arriving in countries of first asylum after 27 September and the bilateral agreement between the United Kingdom-Hong Kong and Viet Nam on 29 October on a programme of orderly return of non-refugee Vietnamese. In 1991, under the Orderly Departure Programme, 64,870 Vietnamese left Viet Nam, bringing total departures since 1980 to 317,630.

The UNHCR Executive Committee, noting that on 1 October, the Secretary-General had renewed his call for funding the preparatory phase of the operation for repatriation to Cambodia, estimated at \$33 million, called on Governments concerned to respond generously to that appeal and to work constructively towards the early implementation of measures to be organized by UNHCR for the safe repatriation and reintegration of returnees.

Efforts to promote the repatriation of both Vietnamese and Lao asylum-seekers continued in 1991, with a total of 12,109 Vietnamese repatriated voluntarily and some 2,300 Lao repatriated. Some 64,000 Lao still remained in camps in Thailand.

In China, local settlement assistance continued to be given to 285,000 Vietnamese refugees settled on state farms in five southern provinces. Activities relating to income generation, crop production, vocational training and education were further expanded under existing projects.

In June, three border camps were closed in Papua New Guinea's West Sepik province. Some 120 Irian Jayan refugees were relocated to the East Awin local settlement site, while 330 opted for repatriation to Irian Jaya. A group of 390 refugees returned to Indonesia during the year. In Sri Lanka, UNHCR initiated a programme of limited assistance to earlier returnees from India who had been displaced again after further armed conflict in June, as well as to other displaced persons who would otherwise had been forced to seek refuge in India. Under that programme, UNHCR assisted

in operating two open relief centres on the island of Mannar and at Madhu. UNHCR transported government-provided food to Madhu and financed the operation of both centres. As a consequence of the continuing strife in the area, the vast majority in the two centres were unable to return home.

During the second half of 1991, an increasing number of refugees from the Arakan State of Myanmar entered the Cox's Bazaar District of Bangladesh. WFP, UNICEF, WHO and NGOs were mobilized to assist Bangladesh, but a shortage of land made it impossible to provide adequate shelter.

Afghans constituted 92 per cent of UNHCR beneficiaries in India, totalling 10,600 persons, the largest group of urban refugees assisted by UNHCR. Only 794 Afghan refugees were repatriated with UNHCR assistance in 1991. Of some 210,000 Tamils in Tamil Nadu, 130,000 received government assistance in camps. Some 13,000 Tamil refugees were repatriated from Tamil Nadu to Sri Lanka under bilateral arrangements between India and Sri Lanka.

Early in the year, refugees from Bhutan began arriving in Nepal. They were accommodated in two camps at Maidhar and Timai, in the Jhapa district in eastern Nepal, but the camps had become extremely overcrowded by the end of 1991.

UNHCR, in 1991, obligated a total of \$141.9 million, \$49 million under General Programmes and \$92.9 under Special Programmes, to assist refugees in East and South Asia and Oceania.

South-West Asia,
North Africa and the Middle East

With renewed signs of a resolution of the Afghan conflict, the number of spontaneous returnees during 1991 reached some 200,000 persons. Other repatriation-related activities continued in the form of support to cross-border projects to facilitate the reintegration of the returnees, data collection and transport assistance to returnees from Iran. UNHCR's main activity in Afghanistan was the upgrading of facilities in Mazar-i-Sharif, Herat, Jalalabad and Lashkargar and the provision of food rations to 30,000 returnees. Refugees in Pakistan continued to apply to UNHCR for repatriation assistance. Considerable progress was achieved in 1991 through the retrenchment of 2,400 administrative and project staff employed by the Government. In 1991, UNHCR provided Iran with assistance in health, water, sanitation, construction, education and the logistics sector. Of the appropriation for Iran amounting to \$12.7 million, some \$5.3 million was targeted for refugees from Iraq. The rate of implementation was affected in 1991 by the crisis in the Persian Gulf, which prompted the reallocation of staff and logistical resources to the new emergency.

During the first phase of the crisis, UNHCR concentrated on providing indirect support to the overall programmes facilitating the repatriation of over 700,000 third-country nationals who had left Iraq and Kuwait. Within that group, UNHCR directly assisted a few thousand refugees and asylum-seekers for whom immediate repatriation was not feasible.

On 11 January 1991, the United Nations presented the Regional Humanitarian Plan of Action and appealed for start-up contributions. The Plan detailed requirements corresponding to the arrival and assistance during three months of up to 400,000 persons (100,000 each in Iran, Jordan, the Syrian Arab Republic and Turkey) at an estimated budget of \$175 million, of which \$38 million was identified as the minimum required to create additional reception capacity. Between January and March, some 65,000 persons arrived in those four countries from Iraq and Kuwait. The first few weeks of that period were marked by the arrival of a large number of third-country nationals, mostly to Jordan, the majority of whom were immediately repatriated to their countries of origin. Iraqi nationals started to arrive mostly in Iran and Turkey. During that period, UNHCR organized 84 flights, four road convoys and two shipments which positioned 264,000 blankets and 30,000 tents and tarpaulins in the region, in addition to kitchen equipment, lamps, stoves and other supplies. UNICEF, WHO, WFP, UNDRP and IOM also sent food and supplies or provided services, as established by the Plan.

During the first week of April, the Iraqi refugees in Iran increased from 50,000 to 700,000, and in Turkey from 7,500 to 250,000 as a result of civil unrest and hostilities in Iraq. By May, the figures had reached 1.4 million in Iran and 400,000 in the Turkish border area. Responding to the new emergency, the United Nations revised the Plan in April, designating UNHCR as the lead agency. The new estimated budget was set at \$400 million, of which \$238.5 million was earmarked to UNHCR. As at 1 May, UNHCR had received \$94 million and had sent to Iran and Turkey some 970,000 blankets, 68,915 family tents, 682 hospital tents, 100,809 plastic sheeting tarpaulins and other relief supplies and complementary food. During the emergency, 259 flights to the Persian Gulf region transported some 10,000 metric tons of supplies.

By the end of May, 250,000 refugees had returned to specific areas in Iraq and 65 international staff had been flown to Baghdad. In early June, UNHCR sub-offices had been opened in Dohuk, Erbil and Suleimaniyah, with a number of field offices in those three governorates and in Basrah. Over 150 international staff were in position in Iraq in July. By December, only 45,362 Iraqis were left in Iran and some 10,000 in Tur-

key. In northern Iraq, UNHCR launched an unprecedentedly large shelter-construction programme. Over 1,500 villages, out of some 4,000 which had been destroyed, were rebuilt between October and December with UNHCR and NGO assistance. An estimated 500,000 persons benefited from that programme.

Between January and December 1991, the UNHCR budget for the Persian Gulf emergency operation was \$220 million. Of this amount, \$62 million was spent on shelter, \$40.3 million on domestic items, \$37.5 million on transport, and \$26.9 million on health and water in Iraq and other countries affected by the influx.

In addition to several thousand urban refugees, the Syrian Arab Republic received some 5,000 Iraqi refugees in the aftermath of the Persian Gulf crisis.

In Yemen, the number of Somali and Ethiopian refugees increased considerably. In June 1991, UNHCR began implementing an emergency project in the amount of \$710,025 to assist Yemen and the Red Crescent Society to cope with the influx. Two camps were set up near Aden and Taiz to provide basic emergency food assistance to newcomers.

Some 165,000 Western Saharan refugees in the Tindouf area of Algeria received assistance pending voluntary repatriation. Budget requirements for their needs were estimated at \$3.4 million, of which \$2.4 million had been obligated.

In Mauritania, the influx of refugees from Mali continued during the latter part of the year. On 13 June, UNHCR received an appeal from Mauritania to provide and coordinate assistance to asylum-seekers. An emergency assistance programme was launched for some 1,500 families. Most of the needs were covered through cash or in-kind donations from the European Community, France, Germany and Spain, as well as the United Nations system.

The number of refugees in the Libyan Arab Jamahiriya continued to increase late in 1991 with arrivals from Cameroon, Chad, Ethiopia, Ghana, Liberia, Nigeria and the Sudan. A sudden influx of some 400 Somali refugees from Saudi Arabia took place in October and November, rendering necessary an urgent response for vulnerable cases. The basic needs of that group were met through the help and cooperation of the Libyan authorities, UNDP and donor embassies. In addition, a sizeable influx of refugees from the Persian Gulf region, particularly Iraqis and Palestinians, fled to the Libyan Arab Jamahiriya.

During 1991, UNHCR expenditures in South-West Asia, North Africa and the Middle East totalled \$287.3 million, of which \$53.7 million was under General Programmes and \$233.6 million under Special Programmes.

Assistance to Iraqi refugees

Pursuant to an Economic and Social Council resolution of 30 May 1991 (see below), the Secretary-General submitted to the General Assembly in November a report describing humanitarian assistance to Iraqi refugees and displaced persons.⁽³³⁾

On 9 April, the Secretary-General appointed Sadruddin Aga Khan as his Executive Delegate for a United Nations inter-agency humanitarian programme for Iraq, Kuwait and the Iraq/Turkey and Iraq/Iran border areas to respond promptly and effectively to the situation. With the Executive Delegate's appointment, the programme began to take shape, covering the work of eight United Nations agencies, 18 NGOs and a contingent of 500 United Nations guards. A Memorandum of Understanding governing the humanitarian activities of the inter-agency programme was signed by the Foreign Minister of Iraq and the Executive Delegate. An assessment of Iraq's humanitarian needs was furnished by a mission led by the Executive Delegate, which surveyed the areas of water and sanitation, health, food supply and energy.⁽³⁴⁾ An appeal, updated in June to include a United Nations guard contingent, requested \$460.3 million, of which \$285.6 million had been received as at 29 October 1991.

Under the inter-agency programme, action was taken by UNHCR, UNICEF, WHO and WFP, as well as IOM and other NGOs, to support and sustain the refugees until they could return home and assist the reintegration of the returnee population. UNICEF and WHO provided essential drugs; 81 United Nations Volunteers served in Iraq, and to a lesser degree in Iran, Jordan, the Syrian Arab Republic and Turkey, working with WFP, UNICEF, UNHCR, the Iraq Relief Coordination Unit, WHO and IOM. Food allocations were provided by FAO, the International Committee of the Red Cross and WFP in cooperation with UNHCR. Under the humanitarian programme in Kuwait, the Abdali camp, set up by the League of Red Cross Societies to accommodate displaced persons, primarily Palestinians and Bedouins, in the wake of the Persian Gulf war, was closed on 11 October. The United Nations Guards Contingent in Iraq provided protection to the staff of the inter-agency humanitarian programme, United Nations property, warehouses and offices and the 1,500-truck UNHCR winterization convoys. The Guards were also mandated to report on any incident affecting the security situation and the effective implementation of the humanitarian programme.

The Secretary-General concluded that the priority of the programme would continue to focus on the needs of the most vulnerable groups in the country. In the light of the number of humanitarian crises demanding the urgent attention of the

international community and the limited resources available to meet them, the Secretary-General stated that it was neither just nor practical to continue to request funding for a country capable of feeding its people and seeing that their needs were met. In his report,⁽³⁴⁾ the Executive Delegate had proposed that agreement be secured on a mechanism whereby Iraq's own resources could be used to fund essential civilian needs to the satisfaction of the international community.

By decision 46/427 of 16 December, the General Assembly took note of the Secretary-General's report.

ECONOMIC AND SOCIAL COUNCIL ACTION

On 30 May 1991, the Economic and Social Council, acting on the recommendation of its Second (Social) Committee, adopted resolution 1991/5 without vote.

Humanitarian assistance to Iraqi refugees and displaced persons

The Economic and Social Council,

Expressing deep concern about the plight of Iraqi refugees and displaced persons,

Aware that the majority of Iraqi refugees and displaced persons are women, the elderly and children, who are particularly vulnerable to hardship,

Acknowledging the fact that coping with the enormous needs of Iraqi refugees is far beyond the capacities of host countries,

Recognising the importance of international cooperation in responding to the emergency needs of Iraqi refugees and displaced persons and the alleviation of human suffering,

Noting the heavy burden placed on the people and Governments of host countries,

1. Commends the efforts of the Governments of the Islamic Republic of Iran and Turkey to provide Iraqi refugees with shelter, protection, food, health care and other humanitarian services, and welcomes the cooperation extended by host countries to the humanitarian agencies of the United Nations system and non-governmental organizations;

2. Expresses its appreciation for the assistance rendered by States, various organizations of the United Nations system and other governmental and non-governmental organizations to Iraqi refugees and displaced persons;

3. Welcome with appreciation the initiatives taken by the Secretary-General to alleviate the human suffering of Iraqi refugees and displaced persons, including the designation of an Executive Delegate of the Secretary-General for the United Nations Humanitarian Programme for Iraq, Kuwait and the Iraq/Iran and Iraq/Turkey Border Areas;

4. Appeals to all States, appropriate organs and organizations of the United Nations system, inter-governmental and non-governmental organizations and the international financial institutions to continue to provide the necessary resources for responding to the enormous needs of Iraqi refugees and displaced persons and recognizes the need to continue and improve further the coordination between host countries,

the humanitarian agencies of the United Nations system and non-governmental organizations;

5. Calls upon States concerned and the United Nations system to facilitate the safe and honourable return of Iraqi refugees and displaced persons to their homes;

6. Requests the Secretary-General to continue his efforts to mobilize the necessary financial and material assistance;

7. Requests the Executive Delegate of the Secretary-General for the United Nations Humanitarian Programme for Iraq, Kuwait and the Iraq/Iran and Iraq/Turkey Border Areas to continue coordination with the appropriate specialized agencies in order to ensure the continuation of and consolidation of essential services to Iraqi refugees and displaced persons;

8. Requests the Secretary-General to report to the General Assembly at its forty-sixth session on the implementation of the present resolution.

Economic and Social Council resolution 1991/5

30 May 1991 Meeting 12 Adopted without vote

Approved by Second Committee (E/1991/84) without Vote, 23 July (meeting 14); 7-nation draft (E/1991/C.2/L.7), orally revised; agenda item 6. Sponsors: Australia, Canada, Indonesia, Iran, Japan, Kuwait, New Zealand.

Assistance to Yemen

On 19 December 1991, the General Assembly, on the recommendation of the Second (Economic and Financial) Committee, adopted resolution 46/174 without vote.

Special assistance to Yemen

The General Assembly,

Recalling its resolutions 45/193 and 45/222 of 21 December 1990, and taking note of Economic and Social Council resolution 1991/162 of 26 July 1991 and of decisions 91/19 and 91/20 of 25 June 1991 of the Governing Council of the United Nations Development Programme,

Noting the return of approximately one million Yemeni expatriates to their country as the result of the situation between Iraq and Kuwait, in addition to the flows of tens of thousands of refugees and returnees from the Horn of Africa because of the recent developments in that region,

Deeply concerned at the grave economic and social consequences of the considerable flows of returnees, taking place at a time when Yemen is afflicted by severe economic crises,

1. Calls upon States, United Nations organizations, governmental organizations, international non-governmental organizations and financial institutions to extend special assistance to Yemen to enable that country to deal with the effects of the flows of refugees and returnees;

2. Requests the Secretary-General to assist in mobilizing resources and to prepare a comprehensive programme to assist Yemen in finding a solution to the serious situation created by the flows of refugees and returnees;

3. Also requests the Secretary-General to submit to the General Assembly at its forty-seventh session a report on the implementation of the present resolution.

General Assembly resolution 46/174

19 December 1991 Meeting 78 Adopted without vote

Approved by Second Committee (A/46/734) without vote, 26 November (meeting 51); 24-nation draft (A/C.2/46/L.42), orally revised; agenda item 84. Sponsors: Afghanistan, Algeria, Bangladesh, China, Costa Rica, Cuba, Czechoslovakia, Djibouti, Ecuador, Egypt, Honduras, Iran, Jordan, Lebanon.

Libyan Arab Jamahiriya, Mauritania, Oman, Peru, Philippines, Somalia, Suriname, Syrian Arab Republic, Tunisia, Yemen.
Meeting numbers. GA 46th session: 2nd Committee 26-29,38, 40-42,45, 50, 51; plenary 78.

Refugee protection

In addition to its traditional activities such as prevention of refoulement and defending the rights of refugees and asylum-seekers in countries of asylum, UNHCR had become in 1991 increasingly involved in activities in countries of origin with returning refugees and also, on request, with internally displaced persons.

During the year further progress was made in dealing with certain long-standing refugee situations in Africa, Central America and South-East Asia. However, while voluntary repatriation occurred in many parts of the world, other refugee situations, such as in the Horn of Africa, continued to present major challenges, and new refugee flows continued to occur. In the Middle East, the Persian Gulf crisis presented novel protection challenges, as had the situation in Central and Eastern Europe.

Protection was a particular challenge in situations of ongoing armed conflict or fragile security, with the most difficult of those problems occurring in the Horn of Africa. While opportunities for the solution of long-standing refugee problems arose, an aggravated state of civil strife and insecurity continued to cause internal and external displacement of large populations of people, as well as to hamper UNHCR's ability to deliver international protection and material assistance. Furthermore, the safety of both refugees and UNHCR personnel was placed under unacceptable forms and levels of risk so that in some instances UNHCR was forced to suspend its operations altogether.

Pressures on asylum continued to manifest themselves in every region. Instances of refoulement occurred in many countries despite widespread acceptance of the principles of non-refoulement. Protection issues related to asylum were prevalent in Western Europe, where large numbers of persons continued to seek asylum, including refugees, persons who were fleeing war and generalized violence, and migrants, with the result that status determination procedures were overburdened and public opinion became increasingly negative.

UNHCR undertook a variety of protection-oriented promotional activities on the occasion of the fortieth anniversaries of the 1951 Convention relating to the Status of Refugees⁽³⁵⁾ and of UNHCR, including over 30 refugee law training seminars for government officials and others on status determination procedures.

The Centre for Documentation on Refugees (CDR) continued to publish the quarterly bulletin *Refugee Abstracts* and bibliographies on refugees. Collaboration continued with the Oxford University Press in the publication of the *International Journal*

of Refugee Law. CDR maintained a bibliographic database on refugee-specific literature containing over 9,000 items in English, French, German and Spanish. It also maintained three databases containing texts of national legislations relating to refugee status determination, asylum and nationality; texts of international instruments relating to the protection of refugees; and abstracts of judgements of national courts and tribunals relating to refugee status determination or the rights of refugees.

In September,⁽³⁶⁾ the High Commissioner submitted to the Executive Committee a fortieth anniversary note on international protection, analysing UNHCR's protection function, current protection issues, new directions for protection and further development of refugee law. The High Commissioner concluded that a new multilateral order was emerging for cooperation on refugee, migration and humanitarian affairs.

The Subcommittee of the Whole on International Protection⁽³⁷⁾ of the UNHCR Executive Committee (Geneva, 3 October 1991) made recommendations to its parent body on resettlement as an instrument of protection. It also discussed the safe-country concept and refugee status, protection of refugee women and implementation of the 1951 Convention⁽³⁵⁾ and the 1967 Protocol relating to the Status of Refugees.⁽³⁸⁾

The Executive Committee, in October,⁽²⁾ adopted a number of conclusions on those topics.

International instruments

As at 31 December 1991, the 1951 Convention relating to the Status of Refugees⁽³⁵⁾ had been ratified or acceded to by 106 States as a result of the 1991 accession by Czechoslovakia, Poland and Romania. The 1967 Protocol⁽³⁸⁾ to the Convention had 107 States parties as a result of the 1991 accession by the same States.⁽³⁹⁾

Other intergovernmental legal instruments of benefit to refugees included the 1969 OAU 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 1991, there were 36 States parties to the 1954 Convention relating to the Status of Stateless Persons⁽⁴⁰⁾ and 15 States parties to the 1961 Convention on the Reduction of Statelessness.⁽⁴¹⁾

REFERENCES

- ⁽¹⁾A/47/12. ⁽²⁾A/46/12/Add.1. ⁽³⁾E/1991/34 (dec. 91/17). ⁽⁴⁾Ibid. (dec. 91/20). ⁽⁵⁾A/43/717 & Corr.1 & Add.1. ⁽⁶⁾YUN 1987, P. 886. ⁽⁷⁾Ibid., GA res. 42/106, 7 Dec. 1987. ⁽⁸⁾GA res. 45/137,

14 Dec. 1990. ⁽⁹⁾A/46/371. ⁽¹⁰⁾GA res. 45/171, 18 Dec. 1990. ⁽¹¹⁾A/46/434. ⁽¹²⁾GA res. 45/156, 18 Dec. 1990. ⁽¹³⁾A/46/429. ⁽¹⁴⁾GA res. 45/157, 18 Dec. 1990. ⁽¹⁵⁾A/46/428. ⁽¹⁶⁾GA res. 45/161, 18 Dec. 1990. ⁽¹⁷⁾A/46/430. ⁽¹⁸⁾GA res. 45/139, 14 Dec. 1990. ⁽¹⁹⁾A/46/432. ⁽²⁰⁾GA res. 45/159, 18 Dec. 1990. ⁽²¹⁾A/46/433. ⁽²²⁾GA res. 45/156, 18 Dec. 1990. ⁽²³⁾A/46/471. ⁽²⁴⁾GA res. 45/160, 18 Dec. 1990. ⁽²⁵⁾A/46/431. ⁽²⁶⁾A/44/527 & Corr.1.2. ⁽²⁷⁾A/44/451-S/20778. ⁽²⁸⁾A/46/435. ⁽²⁹⁾A/45/450. ⁽³⁰⁾GA res. 44/139, 15 Dec. 1989. ⁽³¹⁾A/46/613. ⁽³²⁾A/44/523. ⁽³³⁾A/46/612. ⁽³⁴⁾S/22799. ⁽³⁵⁾YUN 1951, p. 520. ⁽³⁶⁾A/AC.96/777. ⁽³⁷⁾A/AC.96/781. ⁽³⁸⁾YUN 1967, p. 769. ⁽³⁹⁾Multilateral Treaties Deposited with the Secretary-General: Status as at 31 December 1991 (ST/LEG/SER.E/10), Sales No. E.92.V.4. ⁽⁴⁰⁾YUN 1954, p. 416. ⁽⁴¹⁾YUN 1961, p. 533.

Early warning of possible refugee flows

Coordination

In April,⁽¹⁾ the Secretary-General transmitted to the General Assembly the comments of the Administrative Committee on Coordination (ACC) on a report of the Joint Inspection Unit (JIU) concerning the coordination of activities relating to early warning of possible refugee flows.⁽²⁾ ACC agreed with JIU, stating that there was a need to

make the United Nations system more effective in anticipating major humanitarian problems. ACC supported recommendations for improving the early warning capacity of the United Nations system in refugee matters through strengthening coordination. The Secretary-General's comments on the JIU recommendations were contained in a separate report.⁽³⁾

At its April session, ACC decided to designate the United Nations Office for Research and the Collection of Information as the focal point for early warning and the strengthening of cooperation on information-gathering, analysis and dissemination among United Nations organizations, agencies and programmes on new flows of refugees and displaced persons.⁽⁴⁾ An ad hoc working group had been established to develop an effective early warning system related to possible new flows of refugees and displaced persons (see also PART THREE, Chapter ^(X)).

By decision 46/427 of 16 December 1991, the General Assembly took note of the Secretary-General's report.

REFERENCES

- ⁽¹⁾A/46/134 & Corr.1. ⁽²⁾A/45/649 & Corr.1. ⁽³⁾A/45/649/Add.1. ⁽⁴⁾ACC/1991/DEC/1-16 (dec. 1991/9).