

Chapter XV

Refugees and displaced persons

During 1994, the world's refugee population decreased to under 15 million. This was offset, however, by an increase in the total number of persons considered to be of concern to the Office of the United Nations High Commissioner for Refugees (UNHCR), which rose to some 28 million, including over 5 million internally displaced persons, 3.4 million others of humanitarian concern, mostly populations affected by conflict, and some 4 million returnees requiring assistance to reintegrate in their countries of origin. A massive and sudden exodus of over 2 million refugees from Rwanda into neighbouring countries challenged UNHCR's capacity to provide humanitarian relief. In December, the General Assembly urged the international community to provide financial, technical and material assistance to facilitate the restoration of basic services destroyed in the countries receiving refugees from Rwanda (resolution 49/24).

During the year, UNHCR spent \$173 million on voluntary repatriation. Of the 1.7 million refugees who returned, most notably to Afghanistan, Mozambique, Myanmar and Togo, some 670,000 were assisted directly by UNHCR. Some 60,000 Somali refugees were repatriated from Kenya under the framework of the UNHCR-initiated cross-border operation. Some 271,000 Mozambiquans were also assisted to return home from six countries of asylum; and another 600,000 returned spontaneously.

More than a third of the world's refugees were hosted by Africa. Of the region's 7.2 million refugees, 5.3 million were assisted by UNHCR. During the year, the disquieting situations in Burundi, Rwanda and Togo were, to some extent, offset by more positive developments with regard to voluntary repatriation in the Horn of Africa and Mozambique. In the Americas, the process of the International Conference on Central American Refugees concluded in June, with an adoption of a framework for the post-Conference period and a declaration of commitments. UNHCR's repatriation operation in Haiti began in October but was hindered by a lack of response to an inter-agency appeal for assistance. In Asia, renewed hostilities caused over 76,000 Afghans to flee to Pakistan while 329,327 persons returned home from Iran and Pakistan. Some 120,000 Myanmar refugees repatriated from Bangladesh and 17,800 Sri Lankans returned from India. Under the framework of the Comprehensive Plan of Action for

Indo-Chinese Refugees, 5,172 Lao refugees repatriated from Thailand and 12,551 Vietnamese non-refugees returned home from camps in the region. Recipients of humanitarian assistance in the former Yugoslavia decreased from 4 million to just over 2 million.

In October, subjects considered by the UNHCR Executive Committee included the international protection of refugees; the question of internally displaced persons; the recommendations of the Organization of African Unity/UNHCR Commemorative Symposium on Refugees and Forced Population Displacements in Africa; refugee women and children; refugees and the environment; the continuum from relief to development; the security of UNHCR staff; the situation of refugees in Africa, the former Yugoslavia, the Commonwealth of Independent States and the Baltic States; the International Conference on Central American Refugees; repatriation to Afghanistan; the Comprehensive Plan of Action for Indo-Chinese Refugees; and the Partnership in Action Process.

In December, the Assembly, deploring the violations of or threats to the security and safety of refugees and displaced persons, called on all States to uphold asylum and respect the fundamental principle of non-refoulement (not returning refugees to danger) and to assist and support the High Commissioner's efforts to provide international assistance and protection (49/169).

Programme and finances of UNHCR**Programme policy**

Executive Committee action. At its forty-fifth session (Geneva, 3-7 October 1994)⁽¹⁾ the Executive Committee of the UNHCR Programme expressed its concern over the immense human suffering and loss of life arising from crises involving refugee flows and other forced displacement and deplored violations of or threats to the personal security and fundamental rights of refugees and returnees, including refoulement and denial of access to safety. It encouraged the High Commissioner to continue to provide international protection, including temporary protection, to those

fleeing armed conflict or fearing persecution, regardless of their status under the terms of the 1951 Convention relating to the Status of Refugees⁽²⁾ and the 1967 Protocol to the Convention.⁽³⁾ The Committee reiterated that voluntary repatriation, when feasible, was the ideal solution to refugee problems and called on countries of origin, countries of asylum, UNHCR and the international community to enable refugees to return home in safety and dignity. Noting the problems of stateless persons and the emergence of new situations of statelessness, it called on UNHCR to strengthen its efforts in that domain.

The Committee urged the Governments of States where there were internally displaced persons to fulfil their responsibility for their welfare and protection and called on the international community to provide speedy humanitarian assistance and support to countries affected by internal displacement.

With regard to the security of UNHCR staff, the Committee noted with profound regret the deaths of staff members as a consequence of violent events and welcomed UNHCR's initiative to organize a security training workshop open to staff of organizations of the United Nations system and of non-governmental organizations (NGOs).

In her opening statement to the Committee, the High Commissioner stressed the importance of a comprehensive approach to refugee problems, linking protection, solutions and prevention. As political, military and humanitarian mandates interacted in multifaceted United Nations operations, it was essential for all actors to understand and respect each other's mandate. Although relief had to be coordinated, UNHCR's protection mandate was clear. The High Commissioner supported the role of the Emergency Relief Coordinator to allocate responsibilities in complex emergencies, in consultation with the Inter-Agency Standing Committee (see PART THREE, Chapter III). However, field-level coordination should be kept lean to avoid bureaucratic layers. She suggested that the time might be ripe to launch an agenda for humanitarian action to complement the Agenda for Peace and an agenda for development.

By **decision 1994/230** of 20 July, the Economic and Social Council took note of the High Commissioner's report for 1993/94.⁽⁴⁾

Partnership in Action

In an August report to the Executive Committee,⁽⁵⁾ the High Commissioner described follow-up action to the Partnership in Action (PARINAC) process, launched in 1993.⁽⁶⁾ She stated that the PARINAC Global Conference (Oslo, Norway, 6-9 June) had adopted the Oslo Declaration and Plan of Action, which contained 134 proposals for strengthened UNHCR-NGO collaboration to meet

refugee challenges in the coming years. Since the Conference, there had been intensive consultations within UNHCR and between NGO representatives and UNHCR field offices relating to the increased role of NGOs in operational activities. Institutional restructuring at UNHCR headquarters and in the field aimed to provide a more effective collaboration with NGOs. In May, a draft programme and project management handbook for UNHCR's implementing partners was distributed to some 25 NGO networks and implementing partners for their views. It was hoped that the handbook would lay the foundation for greater transparency between UNHCR and NGOs in formulating programmes and strategies.

UNHCR was conducting emergency management training workshops on a regional basis, giving priority to regions prone to emergencies and regions that had not yet had the benefit of such training. Traditionally, all training activities in protection, programme management, emergency management, voluntary repatriation, and social and community development had been attended jointly by UNHCR and NGO participants. It was anticipated that over 2,000 NGO staff would have attended such training programmes by the end of 1994.

UNHCR was continuing to promote the use and development of the International Refugee Electronic Network (IRENE) with the direct involvement of NGOs. It had begun to test IRENE'S potential as a viable conduit for collecting information for early warning with NGOs and other local observers already connected to electronic networks.

In October,⁽¹⁾ the Executive Committee welcomed the PARINAC initiative, particularly the Oslo Declaration and Plan of Action. It encouraged NGOs, Governments and UNHCR to identify areas of the Plan of Action where they could cooperate in implementing particular recommendations and asked the High Commissioner to report in 1995 on the follow-up to the PARINAC process.

GENERAL ASSEMBLY ACTION

On 23 December, the General Assembly, on the recommendation of the Third (Social, Humanitarian and Cultural) Committee, adopted **resolution 49/169** 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 her Office and the report of the Executive Committee of the Programme of the High Commissioner on the work of its forty-fifth session, and taking note of the statement made by the High Commissioner on 9 November 1994,

Recalling its resolution 48/116 of 20 December 1993,

Expressing deep concern at the immense human suffering and loss of life which have accompanied recent crises involving refugee flows and other forced displacements, as well as the magnitude and complexity of current refugee problems, which have made more difficult the accomplishment of the High Commissioner's crucial functions of ensuring international protection for refugees and achieving timely and durable solutions to their plight,

Reaffirming the importance of the 1951 Convention and the 1967 Protocol relating to the Status of Refugees as the cornerstone of the international system for the protection of refugees, and noting with satisfaction that one hundred and twenty-seven States are now parties to one or both instruments,

Reaffirming also the purely humanitarian and non-political character of the activities of the Office of the High Commissioner, as well as the crucial importance of the High Commissioner's functions of providing international protection to refugees and seeking solutions to refugee problems,

Welcoming the continuing strong commitment of States to providing protection and assistance to refugees and the valuable support extended by Governments to the High Commissioner in carrying out her humanitarian tasks,

Welcoming also the strong commitment made by States in the Programme of Action of the International Conference on Population and Development, held at Cairo from 5 to 13 September 1994, to the institution of asylum and to refugees and displaced persons,

Emphasizing the need for States to assist the High Commissioner in seeking durable and timely solutions to the problems of refugees, to take part in efforts to prevent conditions that might give rise to the flight of refugees and to address the root causes of refugee outflows, and underlining, in this connection, State responsibility, particularly as it relates to countries of origin,

Commending the High Commissioner and her staff for the competent, courageous and dedicated manner in which they discharge their responsibilities, paying tribute to those staff members who have endangered their lives in the course of their duties, and noting with profound regret the deaths of staff members as a consequence of violent events in several countries around the world,

Commending also those States, particularly the least developed and those hosting millions of refugees over long periods of time, which, despite severe economic, development and environmental challenges of their own, continue to admit large numbers of refugees into their territories, and emphasizing the need to share the burden of those States to the maximum extent possible through international assistance, including development-oriented assistance and assistance related to the impact on the environment of the large numbers of refugees and displaced persons of concern to the Office of the High Commissioner,

Noting with concern that the number of refugees and other persons to whom the Office of the High Commissioner is called upon to provide assistance and protection has continued to increase and that their protection continues to be seriously jeopardized in many situations as a result of denial of admission, unlawful expulsion, refoulement, unjustified detention, other threats to their

personal security, dignity and well-being and failure to respect and ensure their fundamental freedoms and human rights,

Recognizing that, in certain regions, the misuse by individuals of asylum procedures jeopardizes the institution of asylum and adversely affects the prompt and effective protection of refugees,

Noting that the involuntary displacement of persons within their own countries remains a problem of grave humanitarian concern, and that the many and varied underlying causes of involuntary internal displacement and of refugee movements are similar in numerous cases,

Recognizing that actions by the international community, in consultation and coordination with the State concerned, on behalf of the internally displaced may contribute to the easing of tensions and the resolution of problems resulting in displacement, and constitute important components of a comprehensive approach to the prevention and solution of refugee problems,

Noting that, in a number of instances, the internally displaced are present alongside refugees, returnees or a vulnerable local population, in situations where it is neither reasonable nor feasible to treat the categories differently in responding to their needs for assistance and protection,

Welcoming the continuing efforts of the High Commissioner to meet the protection and assistance needs of refugee women and children, who constitute the majority of the world's refugee population and who are often exposed to serious threats to their safety and well-being,

Noting with concern the persistent problems of stateless persons in various regions and the emergence of new situations of statelessness,

1. Strongly reaffirms the fundamental importance of the function of the United Nations High Commissioner for Refugees of providing international protection to refugees and the need for States to cooperate fully with her Office in order to facilitate the effective exercise of that function;

2. Calls upon all States that have not yet done so to accede or declare succession to and to implement fully the 1951 Convention and the 1967 Protocol relating to the Status of Refugees and relevant regional instruments for the protection of refugees;

3. Deplores the fact that in certain situations refugees and returnees and other persons of concern to the Office of the High Commissioner have been subjected to armed attack, murder, rape and other violations of or threats to their personal security and other fundamental rights and that incidents of refoulement and denial of access to safety have occurred, and calls upon States to take all measures necessary to ensure respect for the principles of refugee protection and the humane treatment of asylum-seekers in accordance with internationally recognized human rights norms;

4. Calls upon all States to uphold asylum as an indispensable instrument for the international protection of refugees and to respect scrupulously the fundamental principle of non-refoulement;

5. Reiterates the importance of ensuring access, for all persons seeking international protection, to fair and efficient procedures for the determination of refugee status or, as appropriate, to other mechanisms to ensure that persons in need of international protection are identified and granted such protection, while not diminish-

ing the protection afforded to refugees under the terms of the 1951 Convention, the 1967 Protocol and relevant regional instruments;

6. Calls upon all States to assist and support the High Commissioner's efforts to continue to provide international protection and assistance, in accordance with the relevant General Assembly resolutions, to persons who have been forced to flee or to remain outside their countries of origin as a result of danger to their life or freedom owing to situations of conflict, and to seek solutions to the problems arising from their forced displacement;

7. Recognizes the desirability of exploring further measures to ensure international protection to all who need it, including temporary protection and other forms of asylum oriented towards repatriation, in situations of conflict or persecution involving large-scale outflows and in which return home is considered the most appropriate durable solution, and encourages the High Commissioner to continue to promote international cooperation and to engage in further consultations and discussions concerning measures to achieve this objective, acknowledging the value of regional arrangements in this regard;

8. Stresses the importance of international solidarity and burden-sharing in reinforcing the international protection of refugees, and urges all States and relevant non-governmental organizations, in conjunction with the Office of the High Commissioner, to cooperate in efforts to lighten the burden borne by States that have received large numbers of asylum-seekers and refugees;

9. Reiterates that voluntary repatriation, when it is feasible, is the ideal solution to refugee problems, calls upon countries of origin, countries of asylum, the Office of the High Commissioner and the international community as a whole to do everything possible to enable refugees to exercise freely their right to return home in safety and dignity, ensuring that international protection continues to be extended until that time, and assisting, where needed, the return and reintegration of repatriating refugees, and further calls upon the High Commissioner, in cooperation with States concerned, to promote, facilitate and coordinate the voluntary repatriation of refugees, including the monitoring of their safety and well-being on return;

10. Calls for a more concerted response by the international community to the needs of internally displaced persons and, in accordance with its resolution 48/116, reaffirms its support for the High Commissioner's efforts, on the basis of specific requests from the Secretary-General or the competent principal organs of the United Nations and with the consent of the State concerned, and taking into account the complementarities of the mandates and expertise of other relevant organizations, to provide humanitarian assistance and protection to such persons, emphasizing that activities on behalf of internally displaced persons must not undermine the institution of asylum, including the right to seek and enjoy in other countries asylum from persecution;

11. Calls upon the international community to provide timely and speedy humanitarian assistance and support to countries affected by internal displacement to help them fulfil their responsibility towards the displaced;

12. Calls, likewise, upon States and all parties to conflicts to take all possible necessary measures to ensure

impartial, safe and timely humanitarian access to persons in need of protection and assistance;

13. Acknowledges the continuing close cooperation between the High Commissioner and the representative of the Secretary-General on internally displaced persons in the exercise of his mandate, and recognizes the importance of their close cooperation, and of cooperation with the International Committee of the Red Cross, with respect to prevention, protection, humanitarian assistance and solutions;

14. Encourages the High Commissioner to continue to support the coordination role of the Emergency Relief Coordinator, especially in major and complex emergencies;

15. Underlines the need for further progress by the United Nations system in addressing in a coherent and mutually supportive manner humanitarian assistance, rehabilitation and development activities, especially in countries to which refugees are returning voluntarily, and calls upon the Economic and Social Council to review the complementarities of relevant United Nations organizations in this regard;

16. Emphasizes the need, particularly in complex emergencies that include humanitarian and peace-keeping operations, to ensure respect for the High Commissioner's protection mandate and to preserve the impartial and purely humanitarian nature of the activities of the Office;

17. Expresses profound concern at conditions in a number of countries and regions that seriously endanger the security of the staff of the Office of the High Commissioner and other relief workers, deplores the loss of lives among such personnel, urges support for initiatives taken by the High Commissioner and within the General Assembly and the Security Council concerning the safety of United Nations and associated personnel, in particular the consideration of new measures to enhance the safety of such personnel, and calls upon States and all parties to conflicts to take all necessary measures to ensure the security of international and local staff undertaking humanitarian work in the countries concerned;

18. Urges the High Commissioner, Governments and other relevant organizations to intensify efforts to respond to the protection and assistance needs of refugee children, particularly those of unaccompanied minors, and calls upon States to safeguard the security of refugee children and to ensure that they are not recruited into the military or other armed groups;

19. Encourages the High Commissioner to continue to undertake initiatives for refugee women in the areas of leadership and skills training, legal awareness and education and, in particular, in the area of reproductive health, with full respect for the various religious and ethical values and cultural backgrounds of the refugees, in conformity with universally recognized human rights;

20. Calls upon States to assist the High Commissioner to fulfil her responsibilities, under General Assembly resolution 3274(XXIX) of 10 December 1974, with respect to the reduction of statelessness, including the promotion of accessions to and full implementation of international instruments relating to statelessness;

21. Notes the relationship between safeguarding human rights and preventing refugee situations, and welcomes the High Commissioner's growing cooperation with the United Nations High Commissioner for Human Rights and her continued cooperation with the

Centre for Human Rights of the Secretariat and the Commission on Human Rights;

22. Reaffirms the importance of incorporating environmental considerations into the programmes of the Office of the High Commissioner, especially in the least developed and developing countries which have hosted refugees over long periods of time, in view of the impact on the environment of the large numbers of refugees and displaced persons of concern to the Office of the High Commissioner;

23. Welcomes efforts to strengthen collaboration among Governments, the Office of the High Commissioner and non-governmental organizations, including through the Partnership in Action process, and encourages non-governmental organizations, Governments and the Office of the High Commissioner to identify areas for further cooperation;

24. Calls upon all Governments and other donors to contribute to the programmes of the Office of the High Commissioner and, taking into account the effect on host countries of the increasing requirements of large refugee populations and the need to widen the donor base and 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 49/169

23 December 1994 Meeting 94 Adopted without vote

Approved by Third Committee (A/49/609) without vote, 17 November (meeting 35); 88-nation draft (A/C.3/49/L.14), orally revised; agenda item 99.

Sponsors: Afghanistan, Albania, Andorra, Angola, Argentina, Armenia, Australia, Austria, Azerbaijan, Belgium, Belize, Benin, Brazil, Bulgaria, Burundi, Canada, Cape Verde, Chile, Colombia, Costa Rica, Croatia, Cyprus, Czech Republic, Denmark, Dominican Republic, Egypt, El Salvador, Eritrea, Ethiopia, Fiji, Finland, France, Gambia, Georgia, Germany, Ghana, Greece, Guatemala, Guinea-Bissau, Guyana, Honduras, Hungary, Iceland, Ireland, Israel, Italy, Japan, Jordan, Kenya, Liechtenstein, Luxembourg, Malawi, Malta, Monaco, Morocco, Mozambique, Namibia, Netherlands, New Zealand, Nicaragua, Niger, Norway, Pakistan, Panama, Paraguay, Poland, Portugal, Republic of Korea, Republic of Moldova, Romania, Russian Federation, Rwanda, Senegal, Slovakia, Slovenia, Solomon Islands, South Africa, Spain, Sudan, Suriname, Sweden, Tajikistan, Thailand, the former Yugoslav Republic of Macedonia, Togo, United Kingdom, United States, Uruguay.

Meeting numbers. GA 49th session: 3rd Committee 22-26, 32-35; plenary 94.

Enlargement of UNHCR Executive Committee

At its organizational session (25 January and 3 and 4 February), the Economic and Social Council had before it notes verbales from Bangladesh,⁽⁷⁾ India⁽⁸⁾ and the Russian Federation,⁽⁹⁾ requesting membership in the Executive Committee of UNHCR. By **decision 1994/207** of 3 February, the Council decided to consider the question of enlarging the Committee at its substantive session in June/July.

By **decision 1994/235** of 21 July, the Council took note of the requests of Bangladesh, India and the Russian Federation and recommended that the General Assembly take a decision at its forty-ninth (1994) session on the question of increasing the Committee's membership from 47 to 50 States.

GENERAL ASSEMBLY ACTION

On 23 December, the General Assembly, on the recommendation of the Third Committee, adopted **resolution 49/171** 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 decision 1994/235 of 21 July 1994 concerning the enlargement of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees,

Taking note also of the notes verbales dated 28 June 1993 from the Permanent Representative of Bangladesh to the United Nations, 23 December 1993 from the Permanent Mission of the Russian Federation to the United Nations and 28 December 1993 from the Permanent Representative of India to the United Nations, addressed to the Secretary-General, relating to the enlargement of the Executive Committee,

1. Decides to increase the number of members of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees from forty-seven to fifty States;

2. Requests the Economic and Social Council to elect the three additional members at its resumed organizational session of 1995.

General Assembly resolution 49/171

23 December 1994 Meeting 94 Adopted without vote

Approved by Third Committee (A/49/609) without vote, 28 November (meeting

44); 4-nation draft (A/C.3/49/L.16), orally revised; agenda item 99.

Sponsors: Bangladesh, India, Mauritius, Russian Federation.

Meeting numbers. GA 49th session: 3rd Committee 22-26, 32-35, 41, 44; plenary 94.

Financial and administrative questions

In 1994,⁽¹⁰⁾ UNHCR's final budget was some \$1.2 billion, a figure comparable to 1993. Donors contributed \$1.07 billion in voluntary contributions in cash and kind towards General and Special Programmes, compared to \$1.1 billion the previous year. Some \$23.6 million from the United Nations regular budget went towards administrative support. The downward trend in the funding of General Programmes was reversed in 1994. Those programmes represented core activities for refugees and provided the High Commissioner with considerable flexibility to deal with emergencies and voluntary repatriations.

UNHCR's expenditures in 1994 amounted to \$1.19 billion; disbursements under General Programmes totalled \$391 million and those under Special Programmes \$776 million. Some 31.5 per cent of Special Programmes pertained to UNHCR's Programme of Humanitarian Assistance in the former Yugoslavia and a further 31 per cent to the Burundi/Rwanda emergency operation. Other important expenditures related to the Mozambique repatriation programme and the Comprehensive Plan of Action for Indo-Chinese Refugees. Regional apportionments were as follows: Africa, \$506 million; Asia and Oceania, \$120 million; Europe, \$282

million; the Americas, \$40 million; and South West Asia, North Africa and the Middle East, \$103 million.

Special operations accounted for some two thirds of UNHCR's activities in 1994. Appeals were launched, in conjunction with the United Nations Department of Humanitarian Affairs (DHA), for operations in the former Yugoslavia, the Afghan repatriation programme, the Rwanda/Burundi emergency and programmes in the Horn of Africa and the republics of the former USSR (for DHA activities, see PART THREE, Chapter III). The Rwanda refugee crisis, the most sudden and acute emergency the Office had ever faced, led UNHCR for the first time to request donor Governments to provide their services and personnel directly in the international humanitarian operation. UNHCR issued its own appeals for Central America, repatriation programmes for Mozambique and Myanmar and a number of emergency operations.

A General Programmes budget target of \$428.7 million was set for 1995, with Special Programmes requirements estimated at \$866 million, of which some \$290 million would pertain to the Burundi/Rwanda emergency and some \$191 million to the former Yugoslavia. Requirements for repatriations in Africa and Asia and programmes in the countries of the Commonwealth of Independent States (CIS) and the Baltic States also remained urgent priorities.

In October,⁽¹⁾ the Executive Committee approved country and area programmes and the headquarters and other programmes for the revised 1994 General Programmes amounting to \$418.5 million (including \$25 million for the Emergency Fund and \$20 million for the General Allocation for Voluntary Repatriation). It also approved General Programmes for 1995 amounting to \$415.4 million (including \$25 million for the Emergency Fund and \$20 million for the General Allocation for Voluntary Repatriation). It noted that the proposed estimates for 1995 under both General and Special Programmes amounted to over \$1.1 billion. The Committee requested the Office of the High Commissioner to examine the relationship between the current budget structure of General and Special Programmes budgets and the need for improved transparency, efficiency, flexibility and accurate targeting in programme implementation, enhanced oversight, financial planning and effective fund raising.

Accounts

1993 accounts

The audited financial statements on funds administered by UNHCR for the year ended 31 December 1993 showed total expenditures of \$1,307

million and total income of \$1,347 million, with a reserve balance of \$338.8 million.⁽¹¹⁾

In **resolution 49/216 A** of 23 December, the General Assembly accepted the audited financial statements for the year ended 31 December 1993 and the report of the Board of Auditors on UNHCR and approved the Board's recommendations and conclusions.

Subcommittee on Administrative and Financial Matters

The Executive Committee's Subcommittee on Administrative and Financial Matters (Geneva, 29 September)⁽¹²⁾ considered a broad range of issues, including an update on UNHCR programmes and funding; refugee women and children; refugees and the environment; financial and management questions; internal oversight mechanisms; and matters related to a service-package approach to humanitarian crises, aid coordination and the strengthening of UNHCR's capacity to respond to emergencies.

REFERENCES

- (¹)A/49/12/Add.1. (²)YUN 1951, p. 520. (³)YUN 1967, p. 769. (⁴)A/49/12. (⁵)A/AC.96/832. (⁶)YUN 1993, p. 1072. (⁷)E/1994/7. (⁸)E/1994/9. (⁹)E/1994/8. (¹⁰)E/1995/52. (¹¹)A/49/5/Add.5. (¹²)A/AC.96/838 & Corr.1.

Refugee assistance and protection

Proposed conference on refugees

The Secretary-General, in response to a 1993 General Assembly request,⁽¹⁾ submitted an October report⁽²⁾ on convening a United Nations conference for the comprehensive consideration and review of the problems of refugees, returnees, displaced persons and migrants. The report summarized responses and recommendations received as at 26 September from 31 Governments and from United Nations bodies and international and intergovernmental organizations and NGOs. While the idea of convening a conference was generally supported, many respondents expressed preference for a regional approach rather than a global one.

GENERAL ASSEMBLY ACTION

On 23 December, the General Assembly, on the recommendation of the Third Committee, adopted **resolution 49/173** without vote.

Comprehensive consideration and review of the problems of refugees, returnees, displaced persons and related migratory movements

The General Assembly,

Recalling its resolution 48/113 of 20 December 1993,

Having considered the report of the Secretary-General and the concerns expressed therein about the magnitude of

existing and potential refugee and related migratory movements in the countries of the Commonwealth of Independent States and relevant neighbouring States,

Reaffirming the need for the international community to consider comprehensive approaches for the coordination of action with regard to refugees, returnees, displaced persons and related migratory movements,

1. Calls upon the United Nations High Commissioner for Refugees, in consultation with concerned States and in coordination with relevant intergovernmental, regional and non-governmental organizations, to continue to consider comprehensive regional approaches to the problems of refugees and displaced persons;

2. Also calls upon the High Commissioner to continue her efforts to promote and develop a preparatory process, leading to the convening, not later than 1996, of a regional conference to address the problems of refugees, displaced persons, other forms of involuntary displacement and returnees in the countries of the Commonwealth of Independent States and relevant neighbouring States, and urges States and the intergovernmental, regional and non-governmental organizations concerned to support that process, including follow-up measures;

3. Requests the Secretary-General to report to the General Assembly at its fiftieth session on the implementation of the present resolution.

General Assembly resolution 49/173

23 December 1994 Meeting 94 Adopted without vote

Approved by Third Committee (A/49/609) without vote, 28 November (meeting 44); 23-nation draft (A/C.3/49/L.18/Rev.1), orally revised; agenda item 99.

Sponsors: Armenia, Austria, Azerbaijan, Belarus, Denmark, Finland, Georgia, Germany, Hungary, Iceland, Iran, Italy, Kazakhstan, Kyrgyzstan, Latvia, Morocco, Netherlands, Norway, Russian Federation, Sweden, Tajikistan, Turkmenistan, United Kingdom.

Meeting numbers. GA 49th session: 3rd Committee 22-26, 32-35, 41, 44; plenary 94.

Assistance

During 1994,⁽³⁾ the work of UNHCR was characterized by a typical mixture of achievements and challenges: while a number of important agreements were reached and arrangements were made for large-scale voluntary repatriation movements, notably in Africa and Asia, the deterioration in a number of other situations led to major new refugee flows. The massive new exodus of over 2 million refugees from Rwanda taxed UNHCR's response capacity while a number of other regions, including the former Yugoslavia, the Transcaucasus, the Horn of Africa and parts of Western Africa continued to suffer from massive population displacements.

Worldwide, the refugee population decreased to under 15 million by the end of 1994. However, that was offset by an increase in the total number of persons considered to be of concern to the High Commissioner's Office, which rose to some 28 million, including over 5 million internally displaced persons, 3.4 million others of humanitarian concern, predominantly populations affected by conflict, and some 4 million returnees requiring

assistance to re-establish themselves in their countries of origin.

UNHCR continued to implement its three-fold strategy of preparedness, prevention and solutions, a strategy that could only succeed to the extent that UNHCR could involve Governments, United Nations agencies, intergovernmental organizations and NGOs. In an effort to pre-empt refugee-producing situations, UNHCR strengthened its institution-building activities in various parts of the world and expanded its involvement in assisting and seeking solutions for internally displaced persons.

UNHCR's assistance activities comprised emergency preparedness and response; care and maintenance; voluntary repatriation; and local settlement and resettlement. The Office's emergency response measures, including standby staffing arrangements, the central emergency stockpile and emergency training were further improved. However, in order to respond to the unprecedented Rwandese refugee movement in July, UNHCR appealed to donor Governments to assume operational responsibility through the deployment of their military and civil defense capacities in order to complement UNHCR's own resources. The positive impact of that approach led UNHCR to propose similar arrangements, which came to be known as "service packages", in the areas of airport services, logistics base services, road servicing and security, site preparation, provision of domestic fuel, sanitation facilities, water management and airhead management. Emergency assistance provided by UNHCR in 1994 amounted to \$273.4 million, some 23 per cent of UNHCR expenditure under General and Special Programmes combined.

Following the emergency phase of an operation, the basic needs of refugees were met through care and maintenance. Expenditures on such assistance in 1994 amounted to \$536.8 million. Large-scale care and maintenance programmes were administered in the former Yugoslavia (\$222.7 million); Kenya (\$30.5 million); Pakistan (\$19.4 million); Bangladesh (\$15.8 million); Guinea (\$15.3 million); Malawi (\$14.2 million); Hong Kong (\$12.3 million); and Thailand (\$12 million). In July, UNHCR adopted "Interim Guidelines for Environment-Sensitive Management of Refugee Programmes", which focused on preventive and pro-active approaches to alleviate environmental problems, such as deforestation, associated with refugee camps.

UNHCR continued its efforts to provide solutions for refugees through voluntary repatriation, local integration and resettlement. In 1994, \$173 million was spent on voluntary repatriation, the most durable solution. Of the 1.7 million refugees who returned to their countries of origin, notably

to Afghanistan, Mozambique, Myanmar and Togo, some 670,000 were directly assisted by UNHCR. Where voluntary repatriation was not possible, the Office supported the local settlement of refugees within host countries, either with a view to promoting local integration or self-sufficiency pending eventual repatriation. Over \$111.2 million was expended in 1994 for those purposes. Organized settlements were supported in the Central African Republic, China, Ethiopia, Mexico, the United Republic of Tanzania and Zaire, while spontaneous settlements in local host villages were supported in Benin, Cote d'Ivoire, Ghana, Guinea and Senegal. Assistance to urban refugees was provided in Brazil, Kenya, Senegal and some European countries.

During the year, UNHCR sought resettlement for some 58,860 persons with an additional 20,000 places offered for temporary protection and resettlement for refugees from the former Yugoslavia. Resettlement places were identified for 34,640 refugees, representing a 41 per cent shortfall against forecast needs, as compared to the 1993 shortfall of 39 per cent. Under the Comprehensive Plan of Action for Indo-Chinese Refugees, to be completed by early 1995, a total of 7,018 Vietnamese and 6,187 Lao were resettled and there were still 1,088 Vietnamese without firm resettlement acceptances at the end of 1994. Over 2,143 Iranian and Iraqi refugees were resettled from Turkey and a total of 6,964 Africans were resettled mostly in Nordic countries, the United Kingdom and the United States. In the former Yugoslavia, from the beginning of the emergency operation in October 1992 to the end of 1994, 26,304 persons, mainly from Bosnia and Herzegovina, moved, through UNHCR programmes, to third countries for resettlement or temporary protection. The resettled included ex-detainees and their dependants, victims or witnesses of violence/torture, those with medical problems and persons in acute need of protection. Out of an initial 31,828 Iraqis in Saudi Arabia, 12,629 were resettled, mainly in the United States and Iran. Global expenditures on resettlement in 1994 amounted to \$8.1 million.

Refugee/returnee aid and development

As part of its effort to promote durable solutions to refugee problems, UNHCR continued to implement the concept of a continuum from relief to development and, to that end, to strengthen its relationship with other departments and agencies of the United Nations system, notably DHA. It had ongoing collaborations with the World Bank in Pakistan, the International Fund for Agricultural Development in Iran and the United Nations Development Programme (UNDP) in Malawi. However, different mandates with varying funding structures and procedures were among the ob-

stacles that still hampered optimal collaboration. UNHCR, at times in conjunction with UNDP, reviewed experiences in reintegrating refugees and displaced persons into a process of social and economic recovery. Recent evaluations covered Afghanistan, Cambodia, Central American countries, Mozambique, Somalia and Tajikistan.

During the year, a policy and methodological framework was developed to improve Quick Impact Projects (QIPs) that supported reconciliation and rehabilitation in post-conflict societies by placing humanitarian concerns in a development perspective.

In an October conclusion⁽⁴⁾ on the continuum from relief to rehabilitation and development, the Executive Committee encouraged the High Commissioner to implement the policy and methodological framework for QIPs and pursue the development of assistance strategies, operational mechanisms and collaborative arrangements to enhance the Office's capacity to support voluntary repatriation and sustainable reintegration of refugees in their countries.

Refugee women

During the year, UNHCR expanded People-Oriented Planning (POP) training, a training programme covering gender issues, to some indigenous training organizations and prepared new guidelines to assist practical applications of the POP approach to actual field situations. Training materials were translated into Arabic and Russian and a trainer's manual was developed to assist trainers in giving the course to any requesting organization.

UNHCR participated in all the preparatory conferences for the 1995 Fourth World Conference on Women. As a result, issues concerning refugee women were included in every regional platform of action. Guidelines to enable UNHCR field staff to deal with sexual violence against refugee women were under preparation.

The Working Group on Refugee Women and Refugee Children (Geneva, 22 April) examined obstacles to the effective implementation of UNHCR's Policies and Guidelines on Refugee Women and Refugee Children. Its recommendations included an increase in the proportion of UNHCR female staff in the field; mandatory participation of all staff in POP training; continued inclusion of staff with expertise in gender and children's issues in all emergency response teams; more effective integration of gender and children's issues into programme planning and operational activities; guidelines on preventing and responding to sexual violence should be promptly finalized and disseminated; UNHCR should ensure that implementation of its policies on refugee women and children was treated as a responsibility of

every staff member; UNHCR's capacity to monitor the welfare of refugee women and children should be reinforced by developing closer linkages with other organizations; staff should be fully conversant with human rights instruments; and staff with specific programme responsibility for women and children should be assigned to countries with major refugee problems and to countries where women and children faced particularly serious problems.

In October,⁽³⁾ the UNHCR Executive Committee urged the High Commissioner to undertake initiatives for refugee women in the areas of leadership and skills training, legal awareness and education, and particularly in reproductive health. She was asked to report to the Executive Committee in 1995 on the implementation of the Working Group's recommendations.

Refugee children

The quality of UNHCR's response to the needs of refugee children in emergencies was enhanced by the deployment of trained community workers as part of emergency teams at the outset of a refugee problem. The needs of children, especially those of unaccompanied children, were assessed and addressed in a new manual, "Working with unaccompanied minors in the community—A family based approach". In June, UNHCR, together with the United Nations Children's Fund, the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies, issued a Joint Statement on Evacuation of Unaccompanied Children from Rwanda. The problems of refugee children were considered at the April meeting of the Working Group on Refugee Women and Refugee Children (see above).

In October,⁽⁴⁾ the UNHCR Executive Committee urged UNHCR to intensify efforts to respond to the needs of refugee children, particularly unaccompanied children, and to identify educational requirements in the early stage of an emergency so that prompt attention might be given to such needs. It expressed concern that some evacuations of refugee children continued to be undertaken without adequate registration and documentation, thus reducing the possibilities of reuniting such children with their families. A progress report on implementing the UNHCR policy on refugee children was requested for 1995.

GENERAL ASSEMBLY ACTION

On 23 December, the General Assembly, on the recommendation of the Third Committee, adopted **resolution 49/172** without vote.

Assistance to unaccompanied refugee minors

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

Aware that the majority of the refugee population are children and women,

Bearing in mind that unaccompanied refugee minors are among the most vulnerable refugees and require special assistance and care,

Mindful of the fact that the ultimate solution to the plight of those unaccompanied minors is their return to and reunification with their families,

Noting with satisfaction that the Office of the United Nations High Commissioner for Refugees has developed revised Guidelines on Refugee Children, issued in May 1994,

Noting with appreciation the efforts of the High Commissioner to ensure the protection and assistance of refugees, including refugee children and unaccompanied minors,

Recalling the provisions concerning the protection of refugee minors of the Convention on the Rights of the Child and the 1951 Convention and the 1967 Protocol relating to the Status of Refugees,

1. Expresses its deep concern at the plight of unaccompanied refugee minors and emphasizes the need for their early identification and for timely, detailed and accurate information on their number and whereabouts;

2. Calls upon all Governments, the Secretary-General, the Office of the United Nations High Commissioner for Refugees and all other United Nations organizations and non-governmental organizations concerned to exert the maximum effort to assist and protect refugee minors and to expedite the return to and reunification with their families of unaccompanied refugee minors;

3. Requests the Office of the United Nations High Commissioner for Refugees and other United Nations organizations concerned to take appropriate steps to mobilize resources commensurate to the needs and interests of the unaccompanied refugee minors and for their reunification with their families;

4. Condemns all acts of exploitation of the unaccompanied refugee minors, including their use as soldiers or human shields in armed conflict and their recruitment in military forces, and any other acts that endanger their safety and personal security;

5. Calls upon the Secretary-General, the High Commissioner, the Department of Humanitarian Affairs of the Secretariat, the United Nations Children's Fund and other United Nations organizations to mobilize, within existing resources, adequate assistance to unaccompanied minors in the areas of relief, education, health and psychological rehabilitation;

6. Requests the Secretary-General to report to the General Assembly at its fiftieth session on the implementation of the present resolution.

General Assembly resolution 49/172

23 December 1994 Meeting 94 Adopted without vote

Approved by Third Committee (A/49/609) without vote, 28 November (meeting 44); 16-nation draft (A/C.3/49/L.17/Rev.1), orally revised; agenda item 99.

Sponsors: Angola, Comoros, Cote d'Ivoire, France, Georgia, Guinea, Guinea-Bissau, Jordan, Mauritania, Mauritius, Morocco, Nigeria, Sudan, Turkey, United States, Yemen.

Meeting numbers. GA 49th session: 3rd Committee 22-26, 32-35, 41, 44; plenary 94.

In other action, the Assembly, by **resolution 49/209** of 23 December, requested UNHCR to contribute to an expert study of the situation of children affected by armed conflicts.

Regional assistance

Africa

During 1994, Africa hosted over 7.2 million refugees, more than a third of the world's refugee population. Of those, 5.3 million were assisted by UNHCR. Civil wars and human rights abuses, together with the negative effects of poverty and natural disasters, created unprecedented levels of hardship and suffering in many parts of the continent and millions of people were uprooted from their homes. However, the exodus of over 2 million refugees from Rwanda was the most sudden and acute emergency UNHCR had ever faced.

In an August report to the Executive Committee,⁽⁵⁾ the High Commissioner stated that the disquieting situations in Burundi, Rwanda and Togo had, to some extent, been offset by more positive developments with regard to voluntary repatriation in the Horn of Africa and Mozambique.

African countries continued to admit and grant asylum to refugees and to meet their basic protection requirements. However, the burden of observing those humanitarian obligations was considerable. Granting asylum to a massive number of refugees, such as the 250,000 refugees admitted into the United Republic of Tanzania from Rwanda in a matter of days, inflicted heavy strains on the local infrastructure: economic activities in the hosting communities were adversely affected as local food and commercial resources were exhausted; natural resources were depleted in the search for wood for fuel and shelter; public health was endangered as availability of sanitation facilities, potable water and medical services was outstripped by needs; and the management capabilities of the Government were stretched to the limit.

As more refugee flows were taking place in violent circumstances in which weapons circulated freely, host Governments felt obliged to take measures to restore security that were not always consistent with refugee protection and standards of treatment. UNHCR was concerned about the arrest and detention of asylum-seekers and refugees without charge or trial and several refugees were reported to have suffered serious violations of their human rights while in detention. Freedom of movement was sometimes severely restricted and a high number of refugee women and girls were subjected to rape and other violations.

In October,⁽⁶⁾ the Executive Committee requested UNHCR, in cooperation with the Organization of African Unity (OAU), to explore the feasibility of convening regional and subregional conferences to address the growing problem of African refugees. It congratulated the High Commissioner and OAU as having successfully organized the OAU/UNHCR Symposium on Refugees and Forced Population Displacements in Africa

(Addis Ababa, Ethiopia, 8-10 September) and asked the High Commissioner to disseminate widely the Symposium's recommendations.

In a later report⁽⁷⁾ the High Commissioner summarized the refugee situation and UNHCR activities in Africa. In West Africa, all efforts to bring peace to Liberia failed (see PART TWO, Chapter D). As hostilities resumed in September, 56,000 Liberians fled into Guinea and 118,000 into Cote d'Ivoire. UNHCR launched an emergency programme to respond to urgent needs and assisted 6,700 returnees. Approximately 60,000 Sierra Leonean refugees were receiving UNHCR assistance in Monrovia, while another 6,000 Liberian refugees were being helped under a UNHCR care and maintenance programme in Sierra Leone. Security declined in Sierra Leone towards the end of 1994 as fighting moved closer to the capital, Freetown. There was further displacement of the local population and of returnees who were already living in overcrowded camps.

UNHCR made \$500,000 available from the Emergency Fund to meet the needs of some 180,000 people displaced as a result of an internal conflict in Ghana. While they were returning to their places of origin, the conflict began afresh, jeopardizing security in the region. Some 40,000 Malian Tuaregs sought asylum in Burkina Faso to escape adverse security conditions in northern Mali in early 1994. Two UNHCR field offices were established to provide protection and material assistance. The Togolese refugee population in Benin and Ghana decreased by some 121,400; much of that number could be accounted for by their repatriating spontaneously since the appointment of a new Government in Togo.

In the Great Lakes region, there was a massive exodus of Rwandan refugees into Burundi, the United Republic of Tanzania and Zaire following the deaths of the Burundi and Rwandese Presidents in April (see below). By the end of February, some 285,000 Burundi refugees who had fled to Rwanda, the United Republic of Tanzania and Zaire from Burundi in 1993⁽⁸⁾ had returned spontaneously to Burundi.

In the Horn of Africa, UNHCR focused on attaining durable solutions to refugee problems, with particular emphasis on voluntary repatriation. The repatriation of Eritrean refugees in Sudan began in November under a pilot project to repatriate 25,000 persons. Some 100,000 of the 500,000 Eritrean refugees in Sudan had already returned spontaneously between 1992 and 1994. Limited funding for the rehabilitation component in Eritrea resulted in inadequate preparation of settlement sites and insufficient infrastructure and services to guarantee a durable repatriation and reintegration operation. Ethiopia experienced an increase in the refugee population, with a cumula-

tive influx of over 76,000 Somalis and over 7,000 Sudanese as a result of renewed and ongoing conflict. The estimated number of Djiboutian (18,000) and Kenyan (8,188) refugees in Ethiopia remained unchanged. The repatriation plans for Somali refugees from Ethiopia were suspended when renewed conflict in Somalia discharged a fresh influx of refugees into Ethiopia. However, under the UNHCR cross-border operation, some 60,000 Somalis were repatriated from Kenya. In spite of generally poor security in southern Somalia, over 114,000 Somalis returned from Kenya with UNHCR assistance to safe areas of origin between 1992 and 1994. The implementation of QIPs with the active participation of the local people, including returnees themselves, continued to serve as the main instrument for bringing assistance and stability to areas of return in Somalia.

In Southern Africa, UNHCR continued to assist 112,000 returnees and internally displaced persons in Angola. However, an escalation of military activity in November prevented access throughout the country. By the end of 1994, some 1.6 million persons returned to Mozambique, of whom some 271,000 were transported by UNHCR back from six countries of asylum and 600,000 returned spontaneously. Reintegration activities were intensified through the implementation of 486 QIPs in the health, education, water and road sectors, the distribution of over 180,000 seed and tool kits, and the continuation of mine awareness activities. An estimated remaining 100,000 refugees were expected to return from Malawi, South Africa and Zimbabwe in 1995.

In 1994, total expenditure in Africa amounted to \$506.1 million, of which \$167.4 million was spent under the General Programme and \$338.7 million under Special Programmes.

On 20 July, by **decision 1994/229**, the Economic and Social Council took note of an oral report by the representative of the UNHCR Office on the situation of refugees, returnees and displaced persons in Africa.⁽⁷⁾

Report of the Secretary-General. The Secretary-General, in response to a 1993 General Assembly request,⁽⁸⁾ submitted an October report,⁽⁹⁾ describing assistance to refugees, returnees and displaced persons in Africa provided by UNHCR and the World Food Programme (WFP). He noted that prospects for durable solutions continued to be undermined by renewed tensions or conflicts in countries such as Angola, Liberia, Rwanda and Somalia. UNHCR and other United Nations bodies, together with NGOs and authorities in countries of asylum and return, were continuing to plan repatriation and reintegration programmes in countries where conditions were conducive. The operation in Mozambique, where over one million refugees had been repatriated, had been successful and exemplary.

GENERAL ASSEMBLY ACTION

On 23 December, the General Assembly, on the recommendation of the Third Committee, adopted **resolution 49/174** without vote.

Assistance to refugees, returnees and displaced persons in Africa

The General Assembly,

Recalling its resolution 48/118 of 20 December 1993, Having considered the report of the Secretary-General and the report of the United Nations High Commissioner for Refugees,

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

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

Welcoming the prospects for voluntary repatriation and durable solutions throughout Africa,

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

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

Noting with deep gratitude the readiness and willingness with which States members of the Organization of African Unity have always received refugees and displaced persons in spite of the economic difficulties facing most African States,

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

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

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

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

Conscious of the situation of the refugees, returnees and displaced persons in east, west, central and southern Africa,

Welcoming regional efforts, such as the mechanism for conflict prevention, management and resolution established by the Assembly of Heads of State and Government of the Organization of African Unity at its twenty-ninth ordinary session, held at Cairo from 28 to 30 June 1993,

Taking into account resolution CM/Res.1521(LX) on refugees, returnees and displaced persons in Africa, adopted by the Council of Ministers of the Organization of Afri-

can Unity at its sixtieth ordinary session, held at Tunis from 6 to 11 June 1994,

Deeply concerned about the massive presence of refugees and externally displaced persons in Djibouti, which represents 25 per cent of the total population of the country, and by their uninterrupted influx owing to the tragic situation in Somalia,

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

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

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

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

Also aware that Eritrea has been devastated by a thirty-year war, which ended in May 1991, and repeated droughts over the years, that its economy and resources have been destroyed and that it is starting anew,

Recognizing the massive task facing Eritrea of repatriating over half a million refugees, particularly from the Sudan, through its Programme for Refugee Reintegration and Rehabilitation of Resettlement Areas in Eritrea, and resettling voluntary returnees already in the country, internally displaced persons and demobilized former combatants, and the enormous burden that they have placed on the Government of Eritrea,

Recognizing also the need for cooperation between the Government of Eritrea and the Department of Humanitarian Affairs of the Secretariat and relevant organizations in order to mobilize the necessary international assistance to put the programmes of human resettlement into action in Eritrea,

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

Deeply concerned also about the grave consequences this has entailed for Ethiopia's capability to grapple with the effects of the prolonged drought and to 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, demobilized soldiers and victims of natural disasters,

Deeply concerned about the burden that has been placed on the Government and people of Kenya because of the

influx of refugees fleeing the strife in some neighbouring countries and the infiltration of armed bandits and highly dangerous illegal weapons from the situation obtaining in Somalia,

Aware of the need to improve the security situation in the region, particularly in the border areas, for the safety of the refugees, the local community and personnel involved in humanitarian activities,

Recognizing the great contribution and sacrifices that the Government of Kenya has made and continues to make in dealing with this situation,

Emphasizing the importance and necessity of continuing assistance to the refugees in Kenya, estimated to number more than two hundred and seventy thousand, until such time as this situation has changed,

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

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

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

Appealing to the Somalis to implement the Addis Ababa Agreement on national reconciliation that the Somali leaders signed on 27 March 1993 in order to create an environment conducive to the repatriation of Somali refugees from the neighbouring countries,

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

Aware of the economic difficulties facing the Government of the Sudan and of the need for adequate assistance for the refugees and displaced persons in the Sudan and the rehabilitation of the areas affected by their presence,

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

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

Considering that the repatriation and reintegration of returnees and the relocation of displaced persons are hindered by natural disasters and that the process poses serious humanitarian, social and economic problems for 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 efforts of the Economic Community of West African States and the Organization of African Unity to restore peace, security and stability in Liberia, and the signing on 25 July 1993, at Cotonou, Benin, of the peace agreement between the Interim Government of National Unity of Liberia, the National Patriotic Front of Liberia and the United Liberation Movement of Liberia for Democracy, as well as the establishment of the United Nations Observer Mission in Liberia, aimed at bringing an end to the conflict,

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

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

Bearing in mind the continuing need to provide emergency humanitarian assistance to Liberian refugees, returnees and displaced persons, since the security situation is not yet propitious for the conduct of large-scale voluntary repatriation and reintegration,

Deeply concerned about the influx of refugees into Burundi, Uganda, the United Republic of Tanzania and Zaire following the recent crisis in Rwanda,

Considering the alarming situation of internally displaced persons in Burundi and Rwanda,

Emphasizing the need for structured and coordinated action by all parties to assist the Government of Rwanda in the rehabilitation, reconstruction and normalization of civil society in that country and to complement the activities of the Office of the High Commissioner related to repatriation,

Welcoming the ongoing repatriation programmes for refugees in some southern African countries,

Convinced that, because of the serious economic situation arising from the effects of persistent drought in southern Africa and the impact on some countries in the region of having hosted large numbers of refugees, there is a continuing need for the international community to extend maximum and concerted assistance to the southern African countries sheltering refugees, returnees and displaced persons,

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

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

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

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

3. Expresses deep concern at the serious and far-reaching consequences of the presence of large numbers of refu-

gees and displaced persons in the countries concerned and the implications for the security environment and their long-term socio-economic development;

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

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

6. Expresses its gratitude to the international community for the humanitarian assistance it has continued to render to refugees and displaced persons and to the countries of asylum, and calls upon it to continue to provide assistance to the millions of refugees and displaced persons in Africa;

7. Calls upon Governments, United Nations organizations, non-governmental organizations and the international community as a whole to strengthen the emergency response capacity of the Office of the High Commissioner on the basis of the experience of the emergency in Rwanda, and to continue providing needed resources and operational support to assist Rwandese refugees and the host countries until a permanent solution can be implemented;

8. Calls upon the international donor community to provide material and financial assistance for the implementation of programmes intended for the rehabilitation of the environment and infrastructure in areas affected by refugees in countries of asylum;

9. Calls upon Member States and intergovernmental and non-governmental organizations to continue to provide the necessary support and financial assistance to the High Commissioner to enhance her capacities and abilities to implement emergency operations, care and maintenance activities and repatriation and reintegration programmes for the benefit of refugees, returnees and, as appropriate, certain groups of internally displaced persons;

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

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

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

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

14. Requests the High Commissioner to continue her efforts with the appropriate United Nations organiza-

tions, the Organization of African Unity and inter-governmental, governmental and non-governmental organizations to consolidate and increase essential services to refugees, returnees and displaced persons;

15. Also requests the High Commissioner to review her general programmes in Africa, taking into account the increasing requirements in that region;

16. Requests the Secretary-General to submit a comprehensive and consolidated report on the situation of refugees, returnees and displaced persons in Africa to the General Assembly at its fiftieth session, under the item entitled "Report of the United Nations High Commissioner for Refugees, questions relating to refugees, returnees and displaced persons and humanitarian questions", and an oral report to the Economic and Social Council at its substantive session of 1995.

General Assembly resolution 49/174

23 December 1994 Meeting 94 Adopted without vote

Approved by Third Committee (A/49/609) without vote, 28 November (meeting 44); draft by Ghana, for African Group (A/C.3/49/L.19), orally revised; agenda item 99.

Meeting numbers. GA 49th session: 3rd Committee 22-26, 32-35, 41, 44; plenary 94.

By resolution 49/7 of 25 October, the Assembly endorsed OAU's decision to convene a regional conference for assistance to refugees, returnees and displaced persons in the Great Lakes region of Africa (see PART TWO, Chapter I).

Rwanda refugee situation

The inter-ethnic war that erupted in Rwanda in April (see PART TWO, Chapter I) provoked a massive exodus of Rwandese into neighbouring countries, namely Burundi, Uganda, the United Republic of Tanzania and Zaire. By June, some 514,000 Rwandese sought refuge and the number continued to increase. On receiving early warning signals from Rwanda, UNHCR was able to undertake preparatory measures by deploying three emergency response teams and pre-positioning goods to the region starting mid-April. On 9 May, UNHCR issued an emergency appeal for \$56.7 million to cover the initial cost of operations for a three-month period. With the numbers of refugees rapidly increasing, revised requirements to mid-July totalled \$74.6 million as of mid-June. In July, another major influx of Rwandese refugees (some 1,700,000) streamed into Zaire. The presence among the refugees of military and political elements from the former regime engendered a high level of violence in the refugee camps, particularly in the United Republic of Tanzania and Zaire and refugees were prevented from freely expressing their desire to return and from benefiting from international assistance to do so. The High Commissioner appointed a Special Envoy for the Burundi and Rwanda crises to assess UNHCR's activities in the region and to liaise with the United Nations and other involved agencies, Governments of neighbouring countries and NGOs. UNHCR's total expenditure in 1994 in Rwanda amounted to \$31.4 million.

In October,⁽⁴⁾ the Executive Committee called on Governments, United Nations agencies, NGOs and the international community as a whole to continue providing resources and operational support to assist Rwandese refugees and the host countries until a permanent solution could be implemented. It expressed concern with the unsatisfactory security situation in the refugee camps and inside Rwanda, which delayed the return of refugees, and called on the parties concerned to adopt measures to improve the security conditions inside and outside Rwanda in order to permit voluntary repatriation in safety and dignity at the earliest possible opportunity.

GENERAL ASSEMBLY ACTION

On 2 December, the General Assembly adopted **resolution 49/24** without vote.

Special assistance to countries receiving refugees from Rwanda

The General Assembly,

Having considered the item entitled "Special assistance to countries receiving refugees from Rwanda",

Bearing in mind the serious crisis which has shaken Rwanda to its very foundations,

Deeply concerned about the massive presence of refugees from Rwanda in the territories of neighbouring countries, namely, Burundi, Uganda, the United Republic of Tanzania and Zaire,

Concerned about the evident impact of these massive flows of refugees on the basic infrastructure and on the life and property of local populations in the States which are neighbours of Rwanda,

Also bearing in mind the large-scale material destruction, the deterioration of the economic, social and health infrastructure and the ecological devastation in the areas receiving refugees from Rwanda,

Gravely concerned by the effects which epidemics in those areas are having on the health of the populations of the countries receiving refugees from Rwanda,

Observing that the humanitarian aid dispatched to those areas should as far as possible take into consideration the scale of the needs of the local populations,

Recognizing that the countries receiving refugees from Rwanda, all of them least developed countries, continue to experience an extremely critical economic situation,

Expressing its appreciation to the Governments of the countries receiving refugees from Rwanda for the sacrifices which they are making in granting refuge and hospitality to them,

Concerned about the paucity of the aid granted to the local populations of the countries receiving refugees from Rwanda, and stressing the need to continue providing and to step up special assistance to those countries,

1. Expresses its deep concern at the grave social, economic, health and ecological impact of the massive and unexpected presence of refugees in countries which are neighbours of Rwanda;

2. Commends the Governments of Burundi, Uganda, the United Republic of Tanzania and Zaire for the sacrifices which they have made and for their continuing commitment to do their utmost to assist the refu-

gees from Rwanda, notwithstanding the constraints which their limited resources place upon them;

3. Urges all States and intergovernmental and non-governmental organizations, and calls upon the international financial and development institutions, to provide all financial, technical and material assistance possible with a view to facilitating the restoration of the basic services destroyed in the countries receiving refugees from Rwanda;

4. Requests the Secretary-General to submit to the General Assembly at its fiftieth session a report on the follow-up to the present resolution.

General Assembly resolution 49/24

2 December 1994 Meeting 74 Adopted without vote

52-nation draft (A/49/L.17/Rev.3), orally corrected; agenda item 37 (g).
Sponsors: Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cape Verde, Central African Republic, Chad, Comoros, Congo, Cote d'Ivoire, Djibouti, Egypt, Equatorial Guinea, Eritrea, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libyan Arab Jamahiriya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, South Africa, Sudan, Swaziland, Togo, Tunisia, Uganda, United Republic of Tanzania, Zaire, Zambia, Zimbabwe.

In other action, the Assembly, by **resolution 49/23**, appealed to the international community to provide emergency assistance for a solution to the problem of refugees, the restoration of total peace, reconstruction and socio-economic development in war-stricken Rwanda (see PART THREE, Chapter III).

The Americas and the Caribbean

Trends in the refugee situation in the Americas and the Caribbean became increasingly diverse in 1994, the High Commissioner reported to the Executive Committee in August.⁽¹⁰⁾ In Central America, the conclusion of the International Conference on Central American Refugees (CIREFCA) process, in May, coincided with the steady completion of key UNHCR programmes in support of durable solutions for refugees and returnees (see below). By contrast, ongoing political instability and economic deprivation in Haiti generated an exodus of Haitians to other countries in the region. The refugee situation in South America continued to be characterized by the arrival of asylum-seekers from outside the region, particularly from Africa to Brazil.

Developments in the refugee situation and UNHCR activities in the region during 1994 were described in a later report of the High Commissioner.⁽³⁾ Through the regional peace process, durable solutions were found for the majority of Central American refugees. UNHCR activities emphasized legal issues and international protection, assisting Governments to formulate national legislation on asylum and refugees. In Belize, where Central American refugees and displaced persons accounted for some 20 per cent of the total population, QIPs reinforced social and health services and educational infrastructure. During the year,

a total of 6,000 Guatemalan refugees repatriated from Mexico despite continuing security problems, the scarcity of land available to returnees and the absence of a peace agreement. That brought the total number of Guatemalan returnees assisted by UNHCR since January 1993 to more than 11,000. Improvements to the Campeche and Quintana Roo refugee settlements in Mexico were to be completed by the end of 1995 and would enable UNHCR to begin the gradual transfer of responsibilities for infrastructure and services to the Mexican authorities. However, some legal issues, such as the status of the refugees and the tenure of the land they occupied, remained unresolved.

The return of President Aristide to Haiti in October 1994 (see PART TWO, Chapter II) paved the way for voluntary repatriation of Haitian refugees during the year. UNHCR assisted some 1,209 Haitian refugees. UNHCR's plans to assist returnees and returnee-affected areas through reintegration, material assistance and training were hindered by the international community's lack of response to the United Nations inter-agency appeal for Haiti (see PART THREE, Chapter III).

Asylum-seekers from outside the region continued to arrive in South America, although the flow from Africa to Brazil decreased in 1994. Local integration was promoted as the durable solution for refugees in the region.

The United States, in March, announced a new bill aimed at reducing illegal immigration. The bill included the imposition of a fee for asylum applications, change of procedure for obtaining work permits and streamlining of refugee status determination procedures.

Total UNHCR expenditure in 1994 in the Americas and the Caribbean amounted to \$39.7 million, of which \$20.8 million was spent under the General Programme and \$18.9 million under Special Programmes.

Conclusion of the International Conference on Central American Refugees

The process launched at the 1989 International Conference on Central American Refugees (CIREFCA) was formally concluded in June at the Third International Meeting of the CIREFCA Follow-up Committee (Mexico City, 28 and 29 June).⁽¹¹⁾ The meeting, jointly convened by UNDP, UNHCR and the Office of the Secretary-General, was attended by the seven convening countries (Belize, Costa Rica, El Salvador, Guatemala, Honduras, Mexico and Nicaragua), Guatemalan refugee representatives, representatives of the international donor community, the United Nations system and NGOs. It approved a Framework for Action in Favour of Populations and Areas Most Affected by Extreme Poverty, Conflict and

Displacement, as a new basis for coordinated action in the post-CIREFCA period, and also adopted a Declaration of Commitments. A Temporary Commission was established to propose follow-up measures for implementing the commitments embodied in the Mexico City Declaration. Panama joined the group of convening countries for the post-CIREFCA initiative.

In October,⁽⁴⁾ the Executive Committee endorsed the Framework for Action and the Declaration and reaffirmed its strong support for the efforts being made by the convening countries to ensure their full implementation. It called on the international community to continue providing support to complete the pending humanitarian agenda of CIREFCA and urged UNHCR to continue to disseminate the norms and principles of international protection implemented within the framework of CIREFCA.

An international colloquium (San Jose, Costa Rica, December), organized by UNHCR and the Interamerican Institute of Human Rights, adopted the San Jose Declaration on Refugees and Displaced Persons. The Declaration addressed the key issue of harmonizing legal criteria and procedures to consolidate the durable solutions of voluntary repatriation and local integration in Central America, Mexico and Belize and continuing the voluntary repatriation of Guatemalan refugees from Mexico.

Report of the Secretary-General. In response to a 1993 General Assembly request,⁽¹²⁾ the Secretary-General submitted an October report⁽¹³⁾ on the CIREFCA process, including an analysis of achievements, obstacles and pending tasks. He stated that CIREFCA, over a five-year period, had facilitated the voluntary repatriation of 70,000 Nicaraguans, 30,000 Salvadorians and 16,000 Guatemalans, shut down enclosed refugee camps in Central America and promoted the adoption of measures to regularize the situation of refugees and returnees.

Within the CIREFCA framework, UNHCR and UNDP worked towards the transition from emergency to self-sufficiency. UNHCR developed QIPs in Belize, El Salvador, Guatemala and Nicaragua in the amount of some \$20 million, contributed by donors. QIPs benefited communities in which were located not only refugees but also internally displaced persons, former combatants and the local population. The Development Programme for Displaced Persons, Refugees and Returnees in Central America (PRODERE), also part of CIREFCA, made a substantial contribution towards alleviating the adverse effects of conflicts and social exclusion, benefiting more than one million people living in areas directly or indirectly affected by the war. Italy contributed \$115 million through UNDP for the PRODERE and contributions from a

number of other sources (UNDP, the United Nations Capital Development Fund, the International Fund for Agricultural Development, Guatemala) brought the total to \$158 million. PRODERE carried out activities in the areas of human rights, education (more than 340 schools constructed or repaired; 4,700 educators trained; and 53,000 beneficiaries of adult education programmes), health (105 centres constructed or repaired), vocational training, local development agencies, credit and production-related projects (micro-enterprises, agricultural development), infrastructure (drinking water supply for 91,000 people and more than 1,300 kilometres of road constructed or repaired) and, in general, local development.

The commitment of donors cooperating with CIREFCA was constant throughout the period 1989-1994, with financial contributions totalling more than \$400 million. In addition, they adapted and developed their assistance in keeping with the evolving situation and the problems of the convening countries. An outstanding characteristic of CIREFCA was its active incorporation of NGOs into the official process of discussion and decision-making with regard to assistance to the uprooted in Central America. More than one third of external aid provided within the framework of CIREFCA was channelled through NGOs.

As to the future, a broad framework of action adopted by the CIREFCA Follow-up Committee centred on the following strategies: the territorial approach, giving priority to geographical areas that were critical to each country; expanded participation/coordination with regard to national actors taking part and to levels of participation; sustainable human development at the local level; linkage to national policies; and the regional dimension.

The Governments of Central America, Belize and Mexico had presented concerted national strategies, a review of which showed that there was a new regional commitment to focus efforts on poverty, social exclusion, uprootedness and environmental degradation.

The General Assembly, by decision 49/450 of 23 December, took note of the Secretary-General's report.

East and South Asia and Oceania

During 1994, UNHCR's main task with regard to the refugee situation in South and South-East Asia continued to be the search for durable solutions, said the High Commissioner in an August report to the Executive Committee.⁽¹⁴⁾ UNHCR continued to promote international protection and to furnish material assistance throughout the region.

In a later report,⁽³⁾ the High Commissioner stated that, in South Asia, a large number of Muslim

residents of Myanmar continued to repatriate voluntarily from Bangladesh in 1994. UNHCR opened a liaison office in Yangon in February and, from April, provided returnees with a repatriation kit, individual cash and family housing grants and two months' food rations. In the returnee receiving areas of Rakhine State, 120 small-scale reintegration projects were being implemented to improve health, water, sanitation and rural infrastructure. Returnees were given employment opportunities through the WFP food-for-work scheme. During the first quarter of 1994, 3,575 refugees were repatriated to Sri Lanka from India and many more returned during the year. An appeal in the amount of \$13 million was launched to fund an 18-month operation to assist returnees and internally displaced persons to reintegrate into their communities in Sri Lanka. The urban refugee caseload in Delhi, India, decreased marginally in 1994. Some 23,000 persons, mainly Afghans, were registered with UNHCR, but only half of them were receiving financial assistance. For 86,000 Bhutanese asylum-seekers and refugees in Nepal, UNHCR improved their lives in the areas of education, income-generating activities and vocational training.

In East Asia, UNHCR continued to maintain a presence in Cambodia in the light of the worsening security situation. It assisted Cambodian refugees returning from various countries and Vietnamese stranded on the border between Viet Nam and Cambodia. At the end of the year, there were some 287,000 Indochinese refugees in China, mostly Vietnamese. In Japan, 481 Vietnamese refugees remained.

The implementation of the Comprehensive Plan of Action for Indo-Chinese Refugees (CPA) continued in 1994. Voluntary repatriation of Vietnamese non-refugees decreased with only 12,551 returns compared to 19,233 in 1993. The Seventh Tripartite Meeting between the Lao People's Democratic Republic, Thailand and UNHCR (Pataya, Thailand, July) agreed to identify suitable settlement sites in the Lao People's Democratic Republic and to introduce the option of return in small groups to existing villages. During the year, 5,593 Lao returned and discussions focused on efforts to finalize Lao repatriation.

In October,⁽⁴⁾ the UNHCR Executive Committee called for the convening of a formal meeting of the Steering Committee of CPA in early 1995 to complement progress made so far by addressing remaining issues and to examine acceptable modalities for the return of screened-out Vietnamese from camps in the region.

Total expenditure in 1994 in Asia and Oceania amounted to \$119.7 million, of which \$49.8 million was disbursed under the General Programme and \$69.9 million under Special Programmes.

Europe

Conflicts in the former Yugoslavia and parts of the former USSR had resulted in major population movements of both refugees and internally displaced. In an August report to the Executive Committee,⁽⁵⁾ the High Commissioner stated that statistics indicated an overall downward trend of new asylum applications, which could possibly be attributed to the manner in which refugees from the former Yugoslavia were reflected in national statistics and the effects of changes in the asylum policies of the States concerned.

In a later report,⁽³⁾ the High Commissioner said that cooperation between UNHCR and the European Union, the Council of Europe and the Conference on Security and Cooperation in Europe had intensified during the year. The dialogue with the Presidency of the European Union on harmonizing asylum policy was centred on minimum guarantees for asylum procedures, the refugee definition, and the use of readmission agreements and "safe third countries" in asylum procedures. Approximately 58,000 out of some 340,000 applicants were granted asylum in Western European countries in 1994.

In the former Yugoslavia, the number of refugees, displaced persons and war-affected persons receiving humanitarian assistance during the year declined from more than 4 million to an estimated 2.2 million. The largest number was in Bosnia and Herzegovina (1.4 million), followed by Croatia (490,000), the Federal Republic of Yugoslavia (Serbia and Montenegro) (302,400), Slovenia (34,000) and the former Yugoslav Republic of Macedonia (18,000). UNHCR provided food items to complement the programme of WFP and logistical support to air and land routes for the delivery of food and non-food items, including contributions from other agencies. Services such as shelter, health, water and sanitation, community, education and legal assistance were also provided by UNHCR throughout the year.

In Central and Eastern Europe, UNHCR continued to focus on protection, refugee law promotion, institution-building, training and limited assistance programmes for asylum-seekers where national structures did not exist for that purpose. Population displacement remained a hallmark in Armenia (420,000 internally displaced persons and refugees), Azerbaijan (900,000) and Georgia (280,000). UNHCR provided assistance, mainly in the form of shelter, to 150,000 in Armenia and 300,000 in Azerbaijan. In Georgia, UNHCR provided limited care and maintenance to internally displaced persons from Abkhazia and South Ossetia. In April, a Quadripartite Commission was established to oversee the repatriation of some 250,000 internally displaced persons to Abkhazia. However, only 311 persons were repatriated before

the organized programme came to a halt in October. The situation remained volatile. UNHCR launched a process to develop a comprehensive approach to the problems of refugees, returnees, displaced persons and migrants in CIS and neighbouring countries.

In 1994, total expenditure in Europe amounted to \$281.6 million, of which \$35.5 million was disbursed under the General Programme and \$246 million under Special Programmes.

In October,⁽⁴⁾ the Executive Committee called on Governments and the international donor community to continue contributing generously to the United Nations Consolidated Inter-Agency Programme of Action for the former Yugoslavia (see PART THREE, Chapter III). With regard to the situation in CIS and the Baltic States, it supported the High Commissioner's consultations with Governments and intergovernmental and non-governmental organizations and bilateral agencies to develop a comprehensive strategy with regard to refugees, returnees, displaced persons and forced migrants in those countries, which could lead to a regional conference under UNHCR auspices.

In resolution 49/173 of 23 December, the General Assembly called on the High Commissioner to continue developing the process leading to the convening, not later than 1996, of a regional conference on refugees, returnees and displaced persons in the countries of CIS and relevant neighbouring States.

Azerbaijan refugee assistance

Pursuant to a 1993 General Assembly request,⁽¹⁶⁾ the Secretary-General reported on emergency international assistance to refugees and displaced persons in Azerbaijan.⁽¹⁷⁾ As at September, the number of refugees, mostly originating from Armenia, totalled 250,000, while a further 658,000 people were estimated to be internally displaced. In response to a United Nations Consolidated Inter-Agency Appeal for the Caucasus (Armenia, Azerbaijan and Georgia) (see PART THREE, Chapter III) calling for \$29 million for Azerbaijan for the period 1 April 1994-31 March 1995, a total of over \$10.4 million was pledged by the end of July. International relief operations ranged from food aid, health, water supply and sanitation, shelter and education to a labour-force survey and small business assistance. The Secretary-General summarized information received from States, specialized agencies and intergovernmental and non-governmental organizations on assistance being provided by them to Azerbaijan.

On 23 December, the Assembly, by decision 49/450, took note of the Secretary-General's report.

South-West Asia, North Africa and the Middle East

UNHCR's main focus in the region of South-West Asia, North Africa and the Middle East in 1994 continued to be the precarious situation in Afghanistan (see PART TWO, Chapter III). In an August report to the Executive Committee,⁽¹⁸⁾ the High Commissioner stated that the escalation of fighting in Kabul since January had resulted in the internal displacement of populations to safer areas in Afghanistan and forced some 40,000 Afghans to seek asylum in neighbouring Pakistan. The situation had also influenced UNHCR activities in Iran and, increasingly, in the Central Asia States, mainly Tajikistan and Uzbekistan.

In a later report,⁽³⁾ the High Commissioner said that the number of Afghans who had fled to Pakistan since the renewed fighting in January had risen to over 76,000 and internal displacement had imposed a heavy burden on rural communities recovering from 15 years of war.

In all, it was estimated that as many as one million people had been displaced within Afghanistan—mostly from Kabul—since April 1992. A total of 329,327 persons returned to Afghanistan in 1994: 102,658 from Pakistan and 226,669 from Iran. At the end of 1994, approximately 1.6 million Afghans still remained in Iran and 1.2 million in Pakistan. The Governments of Afghanistan, Iran and Pakistan, in cooperation with UNHCR, established two tripartite commissions on voluntary repatriation to facilitate the return and successful reintegration of Afghans from neighbouring countries. In Pakistan, UNHCR began scaling down the care and maintenance programme and was to reduce food rations by 50 per cent from January 1995. Assistance in Afghanistan continued to be structured around QIPs to help Afghans reintegrate in the eastern and south-eastern provinces.

At the end of 1994, 107,272 refugees of Iraqi origin lived in Iran, of whom 59,000 were Iraqi Kurds and 48,272 were Iraqi Shiites. During the year, 2,290 Iraqis voluntarily repatriated from Iran with UNHCR assistance.

In 1994, some 8,000 Iraqi Kurds were assisted by UNHCR to return to their homeland, notably from Iran. Following the arrival in April of Turkish Kurds in northern Iraq, UNHCR initiated an assistance programme to provide them with food and relief items. Also in Iraq, UNHCR continued to carry out its traditional activities for 44,490 Iranian refugees and 1,200 urban refugees of various nationalities, mainly Eritreans. Saudi Arabia continued to assist Iraqi refugees and UNHCR made efforts to ensure their protection and help process for resettlement those refugees meeting the selection requirements.

The refugee population in the Syrian Arab Republic was estimated at 37,000, mostly Iraqis,

plus some Somalis, Eritreans and nationals of other countries. UNHCR continued to assist 3,500 persons in El-Hoi refugee camp and 800 needy urban refugees in Damascus. The Al Koud camp in southern Yemen, which had housed Somali and Ethiopian refugees, was demolished as a result of civil disturbances that commenced in May (see PART TWO, Chapter III). A total of 8,652 Somalis and 441 Ethiopians were relocated in other camps. UNHCR, with CARE-Australia, started rehabilitating the demolished camp to use as a transit centre for Somali refugees registered for repatriation and whose departures were suspended due to the deteriorating situation in Somalia. In northern Yemen, some 3,000 Somali refugees received medical assistance and, when needed, a financial allocation.

In Tajikistan, where the 1992 civil war had resulted in the displacement of some 500,000 persons, UNHCR, in conjunction with ICRC and the United Nations Mission of Observers in Tajikistan, continued to facilitate the repatriation and reintegration of the Tajiks remaining in Afghanistan and the internally displaced who chose to return to their areas of origin. Under its shelter programme, UNHCR provided construction materials for over 14,000 homes.

In January, UNHCR opened a field office in Tamanrasset, Algeria, to assist refugees from Mali and Niger, and extended assistance to 20,000 beneficiaries. In May, a Repatriation Coordinator was appointed to facilitate the repatriation of Malian refugees from Algeria, Burkina Faso and Mauritania and, in August, a quadripartite agreement was signed by Algeria, Mali, IFAD and UNHCR for a repatriation operation for Malians in Algeria. Despite the signing of a similar agreement in April to repatriate Malian refugees from Mauritania, the situation in northern Mali prevented a repatriation operation from being organized.

In 1994, expenditures in South-West Asia, North Africa and the Middle East totalled \$103.3 million, of which \$59.8 million was disbursed under the General Programme and \$43.5 million under Special Programmes.

In October,^(*) the Executive Committee called on the international community to continue to contribute generously to humanitarian programmes in Afghanistan and ongoing voluntary repatriation and reintegration activities. The High Commissioner was asked to review the general programme for Afghan refugees, taking into account the increasing requirements of the world's largest case-load of refugees.

Refugee protection

The sheer scale of recent humanitarian crises and their brutal nature attracted renewed attention to refugee protection needs. In particular, the

challenges of refugee protection in the context of internal strife of a persecutory character; the militarization of refugee camps; pressures for repatriation under conditions that did not promote sustainability; and the compelling needs of the internally displaced had come to the fore. The core functions of UNHCR remained those assigned by its 1950 Statute:⁽¹⁹⁾ providing international protection to refugees and seeking permanent solutions to their problem by assisting Governments to facilitate their voluntary repatriation, or their integration into local communities.

In a September note on international protection,⁽²⁰⁾ the High Commissioner examined the fundamental concept of international protection and the varied legal tools employed to provide it. Noting that there were limitations in the tools to meet the protection needs of refugees, including those outside the scope of the 1951 Convention relating to the Status of Refugees,⁽²¹⁾ the High Commissioner suggested temporary protection as a pragmatic and flexible response to meet urgent needs.

The UNHCR Executive Committee, in October,^(*) welcomed the further exploration of temporary protection as an asylum strategy and called on UNHCR, in close cooperation with the Governments concerned, to continue to provide guidance concerning the implementation of temporary protection and other forms of asylum oriented towards repatriation.

With regard to the protection of internally displaced persons, the Executive Committee, while emphasizing that the primary responsibility for their welfare and protection lay with the State concerned, encouraged the High Commissioner's efforts to put into action the criteria and guidelines for UNHCR's involvement in situations of internal displacement.

The UNHCR Centre for Documentation on Refugees, which acted as the information resource arm of the Division of International Protection, continued to provide users with a broad and relevant collection of refugee literature and legal and country-of-origin information. In ten years, it had developed 14 databases collectively known as REF-WORLD, containing country reports, United Nations documentation, case law and legislation. REF-WORLD would be available in a CD-ROM format and on Internet in 1995.

UNHCR's protection responsibilities included protecting the human rights of refugees. Collaboration with the United Nations human rights treaty bodies and other human rights mechanisms was an increasingly important component of UNHCR's efforts, which enhanced the ability of the United Nations as a whole to address complex humanitarian problems in a more comprehensive manner.

UNHCR continued to offer training courses on refugee law in cooperation with the European Consultation on Refugees and Exiles and the International Institute of Humanitarian Law, and entered into an arrangement on a trial basis with the University of London to develop multi-disciplinary curricula on refugee issues, including refugee law.

International instruments

As at 31 December 1994,⁽²²⁾ the 1951 Convention relating to the Status of Refugees⁽²¹⁾ had 123 States parties. Dominica and the former Yugoslav Republic of Macedonia became parties in 1994. The 1967 Protocol⁽²³⁾ to the Convention had 124 States parties, with the accessions of Dominica and Samoa and the succession of the former Yugoslav Republic of Macedonia in 1994.

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 Jose, Costa Rica.

As at 31 December 1994,⁽²²⁾ there were 42 States parties to the 1954 Convention relating to the Status of Stateless Persons⁽²⁴⁾ (Armenia acceded and the former Yugoslav Republic of Macedonia succeeded in 1994) and 17 States parties to the 1961 Convention on the Reduction of Statelessness⁽²⁵⁾ (Armenia acceded in 1994).

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