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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS:
REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND
BUDGET FOR 1995

PART V. SOUTH WEST ASIA, NORTH AFRICA,
AND THE MIDDLE EAST

Section 13 - Other Countries in Western Asia

(submitted by the High Commissioner)

V.13 OTHER COUNTRIES IN WESTERN ASIA

1. This section covers UNHCR's activities in Bahrain, Jordan, Kuwait, Lebanon, Oman, Qatar, Saudi Arabia, the Syrian Arab Republic and the United Arab Emirates (UAE). Activities in Israel are covered within the section for Global and other Regional Programmes, under a care and maintenance project which is directly administered by Headquarters.

Area Overview

Characteristics of the refugee population

2. As of 31 December 1993, the number of persons benefiting from UNHCR protection and/or assistance was estimated at 237,108, distributed over Jordan (470), Kuwait, Qatar and the UAE (176,500), Lebanon (1,800), Saudi Arabia (24,025), and the Syrian Arab Republic (11,600). In addition, there are some 25,000 persons who are not at present receiving assistance from UNHCR. The majority are from Iraq, followed by Bosnia and Herzegovina, the Sudan, Somalia and Eritrea. In Jordan, 47 per cent of the total were women, 7 per cent were children between 0 and 4 years of age, and 26 per cent children between five and 18 years of age.

Programme objectives and priorities

3. The following country programme objectives for 1994 and 1995 have been established:

Iraqi refugees

4. In Jordan and Lebanon, assistance in the form of subsistence allowances, medical care and education will be provided to refugees pending their eventual repatriation or resettlement in a third country. In the Syrian Arab Republic, refugees are allowed to remain in the country until such time as their repatriation is considered feasible. Assistance will include food provided by WFP, shelter, domestic items, health care, education and some income-generating activities. In Kuwait, UNHCR efforts will be geared towards ensuring the protection of foreigners still in detention, or who are unwilling or unable to obtain the extension or renewal of their travel documents in the aftermath of the Gulf War. Likewise in Saudi Arabia, where assistance requirements are met by the Saudi authorities, UNHCR will exercise its protection mandate and explore durable solutions, notably the resettlement of eligible refugees.

Somali, Sudanese and Eritrean refugees

5. These refugees - most of whom are single men - are to be found in Lebanon and the Syrian Arab Republic, where subsistence allowances will be provided for the neediest, as well as health care, education and counselling. Repatriation assistance will also be available to them once their voluntary return is possible.

Refugees from Bosnia and Herzegovina

6. Of the 388 refugees from Bosnia and Herzegovina living in Jordan, where their presence is recognized by the Government, UNHCR will assist 159 with shelter and domestic items, including clothing, while the Government will assist the remainder. Should their stay in Jordan be prolonged, education and local settlement projects may be considered.

Various nationalities

7. They will receive subsistence allowances and medical care when required, and will be assisted in their return when feasible.

Resettlement

8. Given that in these countries refugees are accepted on a temporary basis only, resettlement is the only option for those who are unable to repatriate. Efforts will thus continue to promote resettlement for the maximum number of eligible cases.

Programme Delivery and Administrative Support Costs

Jordan

9. The volume of activities of the Branch Office in Amman is largely dependent on the situation prevailing in Iraq and could be substantially reduced, should economic sanctions against Iraq be lifted. However, as future changes are not easily foreseeable, the Branch Office staff and structures for 1994 will remain the same as in 1993.

Kuwait, Bahrain, UAE, Qatar and Oman

10. These countries have been consolidated into one unit, the Middle East, for programming and reporting purposes, due to the similar situation of the refugees in each of them. They are administered by the Regional Office in Cairo, although UNHCR maintains a presence in Kuwait. In the UAE, administrative arrangements with UNDP will continue.

Lebanon

11. The structure and activities of the UNHCR Liaison Office in Beirut will remain the same until such time as solutions for refugees can be found. The capacity of the Office for dealing with protection and assistance to Somalis and Sudanese from neighbouring countries will be strengthened with the addition of one Senior Protection Assistant.

Saudi Arabia

12. UNHCR's role and presence in Saudi Arabia in responding to the problems of the remaining Iraqi refugees, until a solution can be found for them, will continue. The management of the Branch Office will be strengthened with the addition of an Administrative/Finance Officer.

The Syrian Arab Republic

13. With the policy of the Government of the Syrian Arab Republic likely to remain unchanged towards Arab nationals, the continued presence of the Office of the Chief of Mission in the Syrian Arab Republic is considered essential. The Office will strengthen its capacity to respond to protection issues and problems with the addition of a Protection Officer.

Arrangements for implementation/related inputs

14. The Syrian Red Crescent (SRC) and the Office of the Governor of El Hassake are UNHCR's implementing partners in the Syrian Arab Republic. Working under the supervision of the UNHCR Chief of Mission in Damascus, the former is responsible for assistance to urban refugees, and the latter for assistance in the El-Hol refugee camp and Hassake Governorate.

15. In Lebanon, the Middle East Council of Churches is UNHCR's main implementing partner and is entrusted with the responsibility of delivering assistance to refugees. The non-governmental organization (NGO) Forum is UNHCR's implementing partner for providing legal assistance to stateless persons. All activities are coordinated by the UNHCR Liaison Office in Beirut.

16. No implementing partners are required in Saudi Arabia, since the Government provides all the required assistance with the help of the International Islamic Relief Organization, and in cooperation with the UNHCR Office in Riyadh and Field Office in Rafha.

17. In Jordan, Kuwait and the other countries, UNHCR does not have an implementing partner. The UNHCR Branch Office in Jordan provides logistical support to the Office of the UNHCR Chief of Mission in Iraq regarding travel arrangements for staff, and procurement and transport of assistance items.

18. Except for Jordan and Saudi Arabia, all other countries in western Asia fall under the overall responsibility and direction of the UNHCR Regional Office in Cairo.

General Programmes

(a) Variations in planned activities in 1993

19. In Jordan, assistance was extended to 250 needy Bosnian refugees, who had travelled there at the invitation of the Government, to cover their housing costs. The Government met all their other requirements.

20. In Lebanon, the total number of assisted refugees increased from 147 to 335 following an increase in the number of asylum-seekers and as a consequence of the deterioration in general economic conditions. Assistance included subsistence allowances, health care and educational grants. UNHCR also contributed \$ 100,000 from the Emergency Fund to meet the requirements of displaced people inside Lebanon, following military activities in the south of the country.

(b) 1994 planned implementation

21. In all these countries, care and maintenance as well as local settlement activities will continue as in 1993. It is expected that a significant number of African refugees will be assisted in repatriating. In Lebanon, a repatriation project has been established to assist in the return of 65 refugees per month to Somalia, as well as to Eritrea, Ethiopia and the Sudan. An amount of \$ 84,490 has been allocated for this purpose from the General Allocation for Voluntary Repatriation which will cover transportation and a repatriation grant. In the Syrian Arab Republic, the 1994 requirements have increased due to the higher number of urban refugees in need of assistance. A joint WFP/UNHCR food assessment mission took place in February 1994, following which it was agreed that WFP would supply 531 metric tons of food for 3,000 refugees registered in El-Hol camp, at an approximate cost of \$ 242,290, until 31 December 1994. Resettlement will continue primarily for refugees who are unable to remain in their present country of refuge.

(c) 1995 programme proposals

Care and maintenance

22. Assistance will continue to be provided to refugees in the different countries for the same range of activities as in 1994. The number of beneficiaries is expected to remain stable in Lebanon and Jordan, and to increase slightly in the Syrian Arab Republic, due to difficult economic conditions. It will also increase in Kuwait in view of the increasing difficulties encountered by persons whose legal status is still under consideration by the competent authorities. In accordance with the Memorandum of Understanding signed between WFP and UNHCR, as of January 1994 UNHCR will be responsible for the supply of food to refugees in Syria, since they number less than 5,000.

Voluntary repatriation

23. In the Syrian Arab Republic, UNHCR is making provisions for the repatriation of 245 urban refugees mainly to Eritrea and Somalia, in addition to an undetermined number of Iraqi refugees. Assistance will consist of transportation plus a repatriation grant. In the other countries, only a few African refugees are expected to repatriate in 1995.

Local settlement

24. Local settlement projects will be implemented in the Syrian Arab Republic and Lebanon. In the Syrian Arab Republic educational assistance will be provided to 70 urban refugees, as well as subsistence allowances for two elderly refugees. In Lebanon, assistance will cover the basic needs of 80 refugee families and 80 individual refugees, including domestic goods, subsistence allowances, health care, shelter and educational grants. Legal aid will be provided to facilitate the naturalization process for stateless individuals.

Resettlement

25. Registration and processing of mostly Iraqi refugees for resettlement purposes will continue in Jordan (150 individuals), Lebanon (65), Saudi Arabia

(3,500), and a number still to be determined in Kuwait. Priority will be given to vulnerable individuals, including women at risk and security cases.

Special Programmes

Education Account

26. The proposed appropriations for 1994/1995 and 1995/1996 cover scholarship assistance for 60 students in Syria and five in Lebanon.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

Jordan

27. Costs for salaries were higher than expected due to the recruitment of a local Programme Assistant for a period of seven months to support the Branch Office in programme related activities and to cover indemnity costs on termination for one staff member. Higher common staff costs resulted from the application of a standard rate for budgeting purposes whereas actual expenditure was higher. Expenditure under local and regional travel, general operating expenses and requirements for the acquisition of furniture and equipment was lower due to the reduction of activities as a whole in the aftermath of the war in the Persian Gulf.

Bahrain, Kuwait, Oman, Qatar and UAE

28. In 1993, expenditure was incurred primarily in Kuwait and mainly under salaries and common staff costs. Salaries were marginally higher, whereas expenditure under all remaining budget chapters was lower than expected due to an overall reduction of activities in Kuwait.

Lebanon

29. Salaries and common staff costs were higher than expected due to the application of a standard rate that was applied for the budgeting of common staff costs which resulted in higher actual expenditure.

Saudi Arabia

30. There were no major variations in activities, and expenditure under most budget chapters was lower than expected due to reduced activities in the post-war period and the non-occupancy of a number of vacant posts. Expenditure under general operating expenses was also lower due to the non-payment of rental costs for the premises. They are currently under negotiation with the Government as a contribution to the administrative needs of UNHCR in Saudi Arabia.

The Syrian Arab Republic

31. There were no major variations in activities in 1993. Salary costs were marginally higher than expected, whereas some savings were achieved under all other

budget chapters due a stabilization in administrative activities following the end of the war in the Persian Gulf.

(b) 1994 planned implementation

Jordan

32. The total 1994 revised requirement is higher than the initial estimate, mainly in order to take account of the increase in common staff costs which were previously budgeted at a standard rate. Estimates for overtime payments and local and regional travel are considerably lower due to reduced activities in Jordan as a whole. Provisions have been made for the replacement of computer equipment.

Bahrain, Kuwait, Oman, Qatar and UAE

33. In Kuwait, costs under salaries and common staff costs have increased as a result of the funding of several temporary posts and the budgeting of common staff costs at a higher rate to reflect actual requirements. Needs under general operating expenses are lower, although the Office of the Chief of Mission may be relocating to new premises. Provision is also made for the acquisition of computer equipment.

Lebanon

34. The 1994 revised requirement for Lebanon is higher than the initial estimate. A local post of Protection Assistant was created effective 1 July 1994 in view of the increasing number of asylum-seekers. Costs under salaries are therefore higher than the initial estimates, as are common staff costs, which have been revised upwards to reflect actual requirements. Non-staff costs have been reduced under local and regional travel, and general operating expenses are also marginally lower, although it is planned to relocate the office to new premises because of the difficulties at the current premises in handling the growing number of asylum-seekers. Provision under the chapter for acquisition of equipment has been considerably increased for the upgrading and replacement of old computers.

Saudi Arabia

35. The revised 1994 needs are higher, particularly under salaries and common staff costs, due to the creation of a post of Administrative/Finance Officer effective 1 July 1994, and the upward revision in common staff costs to reflect actual needs. Non-staff costs are lower due to reduced travel costs. General operating expenses are expected to be higher to cover possible payment of rental arrears. Needs for office supplies and materials have also increased to handle the increased momentum in the processing of resettlement cases. Provision is also made for the acquisition of new office furniture and equipment, which has thus far been deferred.

The Syrian Arab Republic

36. The 1994 revised requirement in the Syrian Arab Republic is higher than the initial estimate. Salary costs are higher as a Protection Officer post was created as of 1 July 1994 to respond to the needs of the growing urban caseload. In

addition, a post of Clerk/Messenger in Damascus was approved, also effective 1 July 1994. Consequently, common staff costs have increased which includes budgeting these costs at a higher rate to take account of actual costs. Under non-staff costs, travel needs are higher to cover the travel expenses of the new Protection Officer. General operating expenses are marginally higher due to additionally created posts. Increased needs under the chapter for acquisition of furniture, equipment and vehicles include replacement costs of the Representative's vehicle in Damascus, a field vehicle and a computer for El-Hol camp.

(c) 1995 initial estimates

Jordan

37. The 1995 initial estimate is slightly lower than the 1994 revised requirement, with the range of activities being the same. Staffing levels remain the same, and thus costs under salaries and common staff costs are the same. General operating expenses are estimated to be marginally higher to cover increased costs for rental and maintenance of office premises. Needs for purchase of furniture and equipment are expected to be lower.

Bahrain, Kuwait, Oman, Qatar, UAE

38. The 1995 initial estimate is lower and basically covers needs in Kuwait. All posts in Kuwait have been extended until the end of 1995, pending determination of the future of UNHCR activities there. There are no major changes in requirements from the 1994 revised requirements. A small increase in general operating expenses takes into account increased rental costs in 1995 for the new office premises. Needs for office supplies and materials are lower. Estimates for the acquisition of equipment are also lower and provision under this chapter in 1995 covers additional needs for computer equipment. Expenditures in the other countries will be charged to UNHCR by UNDP or will be covered by the Regional Office in Cairo as in previous years.

Lebanon

39. The 1995 estimate is lower than the revised 1994 requirement. Costs under salaries and common staff costs remain largely at the 1994 levels, except for additional needs estimated for some temporary posts to cope with the increasing numbers of asylum-seekers. General operating expenses and needs for office supplies are estimated to be marginally higher to cover possible increased costs if the office relocates to new premises in the course of 1994. Needs for permanent equipment are projected to decrease as most of the needs for replacing computer equipment would have been met by the end of 1994.

Saudi Arabia

40. As no local durable solutions have been implemented for the large number of Iraqi refugees accommodated in Rafha camp, all previously approved time-limited posts have been extended until 31 December 1995, resulting in the 1995 initial estimate being higher than the 1994 revised requirement. The increased needs mainly cover costs for temporary posts to process large numbers of resettlement

cases. Non-staff costs for local travel between Riyadh and Rafha camp are therefore also expected to be higher. Provision is made in 1995 for the purchase of computer and possibly security surveillance equipment in the Branch Office.

The Syrian Arab Republic

41. The initial 1995 estimate is higher than the 1994 revised requirement. Salaries and common-staff costs are higher due to the extension of all previously time-limited posts until 31 December 1995 and taking into account the creation of the additional posts in 1994 which will also continue until the end of 1995. Costs under general operating expenses are expected to be higher due to the planned relocation of the office to larger premises for both space and security reasons. Needs under office supplies are therefore also estimated to be higher. Provision is made for the replacement of an ageing office vehicle for field trips, given that El-Hol camp is some one thousand kilometres away from Damascus.

**UNHCR EXPENDITURE IN OTHER COUNTRIES
IN WESTERN ASIA**
(in thousands of United States dollars)

1993		1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)					
100.0	-	-	Lebanon	EMERGENCY FUND	-
1,148.9	850.0	1,110.6	Syria	CARE AND MAINTENANCE	1,998.8
32.8	28.8	32.6	Lebanon		17.3
890.0	482.0	482.0	Jordan		473.6
810.3	-	-	Saudi Arabia		-
99.5 a/	896.4	121.1	Other countries		188.6
24.8	43.1	18.4	Syria	LOCAL SETTLEMENT	18.5
271.5 b/	276.0	187.4	Lebanon		285.9
34.0	37.5	37.5	Other countries		37.5
53.4 c/	-	-	Jordan	RESETTLEMENT	-
11.9 d/	13.5	15.9	Syria		16.9
11.7 e/	-	-	Saudi Arabia		-
48.9 e/	18.2	18.2	Lebanon		24.3
32.5 f/	10.8	10.8	Other countries		10.8
62.5	221.9	350.0	Syria	VOLUNTARY REPATRIATION	299.5
12.0 c/	-	84.5 h/	Lebanon		-
8.1 a/	-	-	Jordan		-
40.0 g/	-	-	Other countries		-
-	-	419.8	Jordan	PROGRAMME DELIVERY	439.5
-	-	312.8	Lebanon	See Annexes I a and II a	324.5
-	-	329.6	Syria	See Annexes I a and II a	412.6
-	-	613.6	Saudi Arabia	See Annexes I a and II a	734.4
-	-	72.0	Training	See Annexes I a and II a	72.0
3,686.2	2,878.2	4,217.8		SUB-TOTAL OPERATIONS	5,354.7
271.4	238.4	72.6	Lebanon	ADMINISTRATIVE SUPPORT	59.2
-	-	38.9	Jordan	See Annexes I b and II b	18.7
8.8	-	-	Kuwait	See Annexes I b and II b	-
-	-	45.0	Saudi Arabia	See Annexes I b and II b	90.1
-	-	36.9	Syria	See Annexes I b and II b	128.0
171.8	139.3	139.0	Training	See Annexes I b and II b	139.0
4,138.2	3,255.9	4,550.2		TOTAL (1)	5,789.7

**UNHCR EXPENDITURE IN OTHER COUNTRIES
IN WESTERN ASIA**
(in thousands of United States dollars)

1993	1994		1995		
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION	
SPECIAL PROGRAMMES (2)					
41.0	41.1	41.1	Lebanon/Syria	EDUCATION ACCOUNT 65 university scholarships 41.1	
-	791.2	-	Other Countries	PLAN OF ACTION RELATING TO THE GULF CRISIS	
110.1	135.8	-	Jordan		
382.2	540.6	-	Kuwait		
295.4	798.0	-	Saudi Arabia		
265.7	315.7	-	Syria		
600.0	-	-	Lebanon	OTHER TRUST FUNDS Construction of a hospital -	
-	-	1,245.4	Saudi Arabia	PROGRAMME DELIVERY	
-	-	281.6	Syria		1,110.2
-	-	115.8	Other Countries		181.1
-	-	112.9	Saudi Arabia	ADMINISTRATIVE SUPPORT	107.7
-	46.7	80.0	Kuwait	Junior Professional Officer	80.0
103.0	80.5	83.0	Saudi Arabia		63.0
-	82.0	-	Syria		-
1,797.4	2,435.6	1,940.0		TOTAL (2)	1,098.9
5,895.6	6,089.5	6,480.2		GRAND TOTAL (1+2)	7,458.8

- a/ of which US\$ 5,000 incurred against Overall Allocation
b/ of which US\$ 5,668 incurred against Overall Allocation
c/ obligation incurred against Overall Allocation
d/ of which US\$ 5,922 incurred against Overall Allocation
e/ of which US\$ 28,726 incurred against Overall Allocation
f/ of which US\$ 24,456 incurred against Overall Allocation
g/ obligation incurred against the General Allocation for Voluntary Repatriation
h/ allocated from the General Allocation for Voluntary Repatriation