

## Chapter XX

**Refugees and displaced persons**

In 1986, the overall refugee situation in the world remained serious, even though new refugee influxes were offset by organized or spontaneous repatriation, mainly in Africa, and to a limited extent in Latin America and Asia. As efforts continued to promote repatriation, local integration and resettlement, as appropriate, the Office of the United Nations High Commissioner for Refugees (UNHCR) continued working towards an approach that combined effective emergency response, prompt establishment of basic services such as health, sanitation and education, and early action to establish income-generating activities leading to self-reliance. Regarding international protection, serious problems affected the rights or safety of refugees, such as restrictive measures to combat irregular movements of refugees travelling in search of refuge in other continents, violation of the rights to life and safety through piracy and military and armed attacks, refoulement and expulsion of asylum-seekers.

In his annual report on the work of the Organization (see p. 3), the Secretary-General said that over 10 million refugees remained under the United Nations care and protection. Expressing hope that the number would decline as regional conflicts were resolved and other causes were removed, the Secretary-General noted the need for intensified, well-directed development strategies to help lessen the likelihood of future mass migration and reduce its potential dimensions.

Pakistan continued to host the world's largest single refugee population: an estimated 5 million Afghans were in Pakistan and Iran. In South-East Asia, resettlement in third countries remained the main durable solution for refugees in camps, although an increasing number of Indo-Chinese long-stayers awaiting resettlement caused concern. Under the Orderly Departure Programme, 18,418 Vietnamese were reunited with family members abroad. Towards the end of 1986, an understanding was reached between Ethiopia, Djibouti and Somalia that permitted the voluntary repatriation of Ethiopians. Voluntary repatriation programmes were also carried out for Ugandan refugees from the Sudan and Zaire, Argentine and Uruguayan refugees, as well as refugees from other Latin American countries. UNHCR also provided assistance to some 120,000 refugees in Central America and Mexico.

As before, assistance to Palestine refugees was provided by the United Nations Relief and Works Agency for Palestine Refugees in the Near East (see p. 339).

The Executive Committee of the UNHCR Programme in October adopted a Geneva Declaration on the 1951 United Nations Convention relating to the Status of Refugees and the 1967 Protocol, calling on States that had not done so to accede to the instruments.

In December, the General Assembly called on States to promote durable solutions and to contribute to the UNHCR programmes (resolution 41/124). It also called for emergency assistance to returnees and displaced persons in Chad (41/140), humanitarian assistance to refugees in Djibouti (41/137), and assistance to displaced persons in Ethiopia (41/141) and to refugees in the Sudan (41/139) and in Somalia (41/138). The Assembly also called for aid to student refugees in southern Africa (41/136) and to South African and Namibian refugee women and children (41/123). The Assembly requested intensified support for the speedy implementation of the recommendations and pledges made in 1984 at the Second International Conference on Assistance to Refugees in Africa (41/122).

The Group of Governmental Experts on International Co-operation to Avert New Flows of Refugees submitted its final report, and the Assembly endorsed its Group's conclusions and recommendations (41/70).

The 1986 Nansen Medal—named for Fridtjof Nansen, first League of Nations High Commissioner for Refugees—went to the people of Canada in recognition of outstanding services rendered to refugees.

Jean-Pierre Hocké assumed his functions as the United Nations High Commissioner for Refugees on 1 January 1986.

**Programme and finances of UNHCR****Programme policy**

**Executive Committee action.** At its thirty-seventh session (Geneva, 6-13 October 1986), the Executive Committee of the UNHCR Programme(1) recognized that the exercise of the

High Commissioner's international protection function had become increasingly complex due to the growing number and changing composition of current movements of refugees and asylum-seekers. It stressed the importance of Governments providing full support in the search for durable solutions, and noted with appreciation the efforts made by UNHCR to arrange for consultations between concerned Governments in order to deal with problems relating to specific refugee groups and, in particular, the problem raised by the movement of refugees and asylum-seekers from one region to another.

The Executive Committee welcomed the increased share of UNHCR budgetary resources allocated to durable solutions and the High Commissioner's continued efforts to promote voluntary repatriation, and appealed to Governments to provide adequate resettlement quotas with flexible selection criteria.

The Executive Committee expressed grave concern that the basic rights of refugees continued to be disregarded, as evidenced by the military and armed attacks on refugee camps and settlements, and by the large numbers of refugees subjected to detention. It stressed the importance of accession to relevant international legal instruments in view of the magnitude and the seriousness of the refugee problem. The Committee called on the High Commissioner to continue to give due attention to the specific protection needs of refugee women and children.

Regarding development projects for refugees and returnees, the Executive Committee urged the High Commissioner to intensify efforts to promote such activities in co-operation with the World Bank, the United Nations Development Programme (UNDP) and other organizations specialized in development assistance. Further, it requested Governments of asylum countries to consider formulating and implementing in their regional or national development plans, with the assistance of the international community, development-oriented programmes addressed to refugees and local populations.

In meeting refugee needs, UNHCR continued co-operating with other United Nations organizations, in particular with the World Food Programme (WFP) in providing food aid, with the World Bank and the International Labour Organisation in promoting self-reliance and income-generating or employment opportunities, and with the United Nations Children's Fund (UNICEF) in responding to primary health care, water supply and basic sanitation needs. Ways of incorporating a number of established refugee settlements into the normal development process were being studied by UNHCR and UNDP. UNHCR collaborated closely with the Office of the United

Nations Disaster Relief Co-ordinator (UNDRO) in responding to the African emergency, with the World Health Organization (WHO) in developing a primary health care programme, and with the United Nations Fund for Population Activities in promoting family-planning programmes. It also co-operated with the Organization of African Unity (OAU), the Intergovernmental Committee for Migration, the Organization of American States, the League of Arab States, the Organization of the Islamic Conference, the European Parliament and the Council of Europe, as well as liberation movements and non-governmental organizations (NGOs).

Pursuant to a 1985 General Assembly request,<sup>(2)</sup> the Secretary-General submitted in 1986 to the Assembly and the Economic and Social Council a note on operational activities for development of the United Nations system, including UNHCR.<sup>(3)</sup> The Secretary-General pointed out that, even though UNHCR was not directly involved in development assistance or operational activities for development, equitable assistance and durable solutions for refugees were possible in many cases only through development-oriented support. He stressed that UNHCR would make every effort to help developing countries surmount economic, social and environmental difficulties resulting from the presence of large numbers of refugees and/or returnees.

#### ECONOMIC AND SOCIAL COUNCIL ACTION

On 2 July 1986, the Economic and Social Council, by decision 1986/152, transmitted the High Commissioner's report for 1985/86<sup>(4)</sup> to the General Assembly at its forty-first session.

#### GENERAL ASSEMBLY ACTION

Following consideration of the report of the High Commissioner, the General Assembly, on the recommendation of the Third (Social, Humanitarian and Cultural) Committee, adopted on 4 December resolution 41/124 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 his Office, as well as the report of the Executive Committee of the Programme of the High Commissioner on the work of its thirty-seventh session, and having heard the statements made by the High Commissioner on 7 and 11 November 1986,

Recalling its resolution 40/118 of 13 December 1985,

Reaffirming the purely humanitarian and non-political character of the activities of the Office of the High Commissioner,

Noting with satisfaction that, following recent accessions, one hundred and one States are now parties to the 1951 Convention and the 1967 Protocol relating to the Status

of Refugees, and endorsing the Geneva Declaration thereon adopted by the Executive Committee of the Programme of the High Commissioner at its thirty-seventh session,

Deeply concerned that refugees and displaced persons of concern to the High Commissioner continue to face distressingly serious problems in all parts of the world,

Particularly concerned that in various regions the safety and welfare of refugees and asylum-seekers continue to be seriously jeopardized on account of military or armed attacks and other forms of brutality,

Stressing the fundamental importance of the High Commissioner's function to provide international protection and the need for States to co-operate with the High Commissioner in the exercise of this essential function, particularly in view of the continued and persistent violations of the basic rights of refugees and asylum-seekers,

Emphasizing that there is a need to assist, on as wide a basis as possible, the efforts of the High Commissioner to promote speedy and durable solutions to the problems of refugees,

Emphasizing also that voluntary repatriation or return remains the most desirable solution to the problems of refugees and displaced persons of concern to the High Commissioner,

Emphasizing further the importance for the international community to continue to provide assistance and resettlement opportunities for those refugees for whom no other durable solution may be in sight, particularly in regions where countries of first refuge continue generously to receive refugees arriving by land or by sea,

Commending States that, despite severe economic and development problems of their own, continue to admit large numbers of refugees and displaced persons into their territories,

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

Taking note of the observations of the Board of Auditors on financial management matters of the Office of the High Commissioner and the response to them by the High Commissioner,

Welcoming the continuing and increasing co-operation between the Office of the High Commissioner and other bodies of the United Nations system, as well as inter-governmental and non-governmental organizations,

1. Commends the United Nations High Commissioner for Refugees and his staff for the dedicated and efficient manner in which they discharge their responsibilities and pays tribute to the four staff members who lost their lives in the course of their duties during the past year;

2. Strongly reaffirms the fundamental nature of the High Commissioner's function to provide international protection and the need for Governments to continue to co-operate fully with his Office in order to facilitate the effective exercise of this function, in particular by acceding to and implementing the relevant international and regional refugee instruments and by scrupulously observing the principles of asylum and non-refoulement;

3. Appeals to all States that have not yet become parties to the 1951 Convention and the 1967 Protocol relating to the Status of Refugees to consider acceding to them in order to enhance their universal character;

4. Condemns all violations of the rights and safety of refugees and asylum-seekers, in particular those

perpetrated by military or armed attacks against refugee camps and settlements and other forms of brutality and the failure to rescue asylum-seekers in distress at sea;

5. Welcomes the fact that arrangements introduced by the High Commissioner have increased significantly the rescue of asylum-seekers in distress at sea and that preventive measures have resulted in a decline in the number of refugee boats attacked by pirates;

6. Urges all States, in co-operation with the Office of the High Commissioner and other competent international bodies, to take all measures necessary to ensure the safety of refugees and asylum-seekers;

7. Notes with deep concern that large numbers of refugees and asylum-seekers in different areas of the world are currently in detention or subject to similar restrictive measures and welcomes the conclusions on this subject adopted by the Executive Committee of the Programme of the High Commissioner at its thirty-seventh session;

8. Recognizes the importance of fair and expeditious procedures for determining refugee status or granting asylum in order, *inter alia*, to protect refugees and asylum-seekers from unjustified or unduly prolonged detention or stay in camps, and urges States to establish such procedures;

9. Urges all States to support the High Commissioner in his efforts to achieve durable solutions to the problem of refugees and displaced persons of concern to his Office, primarily through voluntary repatriation or return, including assistance to returnees, as appropriate, or, wherever appropriate, through integration into countries of asylum or resettlement in third countries;

10. Recognizes the importance of finding durable solutions to refugee problems and recognizes also that the search for durable solutions includes the need to address the causes of movements of refugees and asylum-seekers from their countries of origin, and takes note of the final report of the Group of Governmental Experts on International Co-operation to Avert New Flows of Refugees;

11. Expresses deep appreciation for the valuable material and humanitarian response of receiving countries, in particular those developing countries that, despite limited resources, continue to admit, on a permanent or temporary basis, large numbers of refugees and asylum-seekers, and, reaffirming the principle of international solidarity and burden-sharing, urges the international community to assist receiving countries in order to enable them to cope with the additional burden created by the presence of those refugees and asylum-seekers;

12. Recognizes with appreciation the work done by the High Commissioner to put into practice the concept of development-oriented assistance to refugees and returnees, as initiated at the Second International Conference on Assistance to Refugees in Africa, and urges him to continue that process, wherever appropriate, in full co-operation with appropriate international agencies, and, further, urges Governments to support these efforts;

13. Emphasizes the essential role of development-oriented organizations and agencies in the implementation of programmes that benefit refugees and returnees and urges the High Commissioner to strengthen his co-operation with those organizations and agencies;

14. Commends all States, international agencies and non-governmental organizations that facilitate the at-

tainment of durable solutions and contribute generously to the High Commissioner's programmes;

15. Notes with satisfaction the efforts undertaken by the High Commissioner to identify and meet the special needs of refugee women and children and urges him to continue these efforts;

16. Calls upon Governments to contribute, in a spirit of international burden-sharing, to the High Commissioner's programmes with the aim of ensuring that the needs of refugees, returnees and displaced persons of concern to the High Commissioner are met.

General Assembly resolution 41/124

4 December 1986 Meeting 97 Adopted without vote

Approved by Third Committee (A/41/880 & Corr.1) without vote, 19 November (meeting 50); 38-nation draft (A/C.3/41/L.56); agenda item 99 (a).

Sponsors: Australia, Austria, Belgium, Cameroon, Canada, Colombia, Costa Rica, Cyprus, Denmark, Djibouti, Dominican Republic, Egypt, Finland, France, Gambia, Greece, Iceland, Italy, Japan, Malaysia, Morocco, Netherlands, New Zealand, Nicaragua, Norway, Peru, Philippines, Portugal, Rwanda, Samoa, Senegal, Sierra Leone, Somalia, Spain, Sudan, Sweden, Thailand, Zaire.

Meeting numbers. GA 41st session: 3rd Committee 39-43, 46, 48, 50; plenary 97.

### Financial and administrative questions

UNHCR voluntary funds expenditure in 1986<sup>(5)</sup> amounted to \$441.5 million as compared with \$459 million in 1985. Of the total, some \$281 million was spent on General Programmes and \$160 million on Special Programmes and other trust funds. Total income for 1986 was \$449.9 million.

In October, the UNHCR Executive Committee<sup>(1)</sup> expressed concern over UNHCR's continuing financial difficulties and noted a shortfall of \$46.8 million under the General Programmes and of \$15.7 million under the Special Programmes as at 1 October 1986. It emphasized the need for realistic programme and budget planning.

### Contributions

Contributions in cash and kind in 1986 totalled \$422 million. Paid contributions in cash totalled \$287.3 million, while outstanding pledges amounted to \$62 million. Contributions in kind were \$35 million with an additional \$38 million in outstanding pledges. In addition, \$111,111 was received from the Netherlands and \$2 million from the European Economic Community for a World Bank income-generating project for refugees in Pakistan. Contributions in cash and kind from government sources totalled some \$362 million in 1986. Intergovernmental organizations provided \$52 million, and NGOs and private sources made donations valued at \$8.5 million.

At its 1986 session,<sup>(1)</sup> the UNHCR Executive Committee approved a target of \$360.4 million (not including the \$10 million for the Emergency Fund) for 1987 General Programmes, urging Governments to make funds available to ensure that the needs of refugees and displaced persons were fully met.

### Accounts of voluntary funds for 1985

The audited financial statements on the voluntary funds administered by UNHCR for the year ended

31 December 1985 showed a total expenditure of \$459 million and total income of \$435.4 million.<sup>(6)</sup>

In July 1986,<sup>(7)</sup> the Secretary-General transmitted to the General Assembly the synthesis of the main observations contained in the reports of the Board of Auditors on the audit of various United Nations funds; comments relating to UNHCR concerned, among other things, performance evaluation of consultants, property management and procurement monitoring. Commenting on the Board's observations, the Advisory Committee on Administrative and Budgetary Questions (ACABQ), in September,<sup>(8)</sup> stated that, while taking into account that UNHCR operated under unusual or emergency circumstances, it was important to ensure that the flow of cash and goods was managed and monitored properly.

In October,<sup>(1)</sup> the UNHCR Executive Committee took note of the accounts and reports and welcomed the High Commissioner's efforts to improve financial control and management of programme implementation.

In December, the General Assembly, in **resolution 41/176**, accepted the financial report and the Board's audit opinions, concurred with ACABQ's observations and requested the High Commissioner to take the required remedial action.

### Administration

In October,<sup>(1)</sup> the UNHCR Executive Committee expressed support for the High Commissioner's initiatives to reorganize UNHCR in order to improve its efficiency and effectiveness, particularly with respect to activities in the field. It intended to discuss in 1987 progress made to improve the organization and working methods in support of field activities.

### REFERENCES

- (1)A/41/12/Add.1. (2)YUN 1985, p. 457, GA res. 40/211, 17 Dec. 1985. (3)A/41/374/Add.1-E/1986/109/Add.1. (4)A/41/12. (5)A/42/5/Add.5. (6)A/41/5/Add.5. (7)A/41/402 & Corr.1. (8)A/41/632.

## Activities for refugees

### Assistance

During 1986,<sup>(1)</sup> UNHCR continued to co-operate actively with concerned Governments and the international community in efforts to meet the humanitarian needs of refugees throughout the world. The promotion of durable solutions—voluntary repatriation, local integration and resettlement—remained the primary and long-term objective of the assistance programmes. UNHCR responded to requests for emergency assistance for many new arrivals and continued to pursue care and maintenance programmes for refugees for whom

no immediate solution could be foreseen. Whenever feasible, relief-oriented programmes also included measures aimed at promoting basic self-sufficiency activities among refugees.

In 1986, General Programmes expenditure totalled \$281.1 million, including \$3.2 million obligated from the Emergency Fund and used mostly in Africa—\$500,000 for Sudanese refugees in the Keffa region of Ethiopia, \$414,534 for returnees in Ethiopia, \$440,762 for returnees in Ethiopia from Djibouti, \$500,000 for Mozambican refugees in Malawi, and \$870,040 for Mozambican and Angolan refugees in Zambia. An amount of \$488,522 assisted newly arrived Nicaraguan refugees in Honduras. UNHCR continued to strengthen its emergency preparedness and response capabilities.

The provision of intermediate assistance to refugees in the form of care and maintenance (food, shelter, water, health services and sanitation, education, counselling) continued in 1986. As in the previous year, the largest care and maintenance programme was for Afghan refugees in Pakistan, for which \$48.3 million was obligated under the 1986 General Programmes, \$11.2 million of that amount going towards income-generating and self-sufficiency activities. Other countries where major care and maintenance programmes were implemented included Costa Rica, Honduras, Somalia and Thailand.

UNHCR'S primary objective remained the promotion of durable solutions, and over \$89.9 million was obligated under the General Programmes to that end. UNHCR promoted voluntary repatriation movements, notably in Africa, Asia and Central and South America; in 1986, close to a quarter of a million refugees returned to their country of origin, the vast majority doing so spontaneously. Resettlement in third countries remained the principal durable solution for Indo-Chinese refugees—some 51,137 were resettled in 1986, as were an additional 18,418 Vietnamese under the Orderly Departure Programme. Expenditure on local integration activities in 1986 totalled some \$70.3 million, while resettlement assistance amounted to approximately \$15 million.

Elementary education continued to be provided in local government schools or in specially established settlement schools. UNHCR had over 108 world-wide programmes in post-primary, vocational/technical and academic education. Some \$10.4 million was spent to enable 14,500 refugee students to study at the secondary and tertiary levels—28 per cent of them took technical training courses, 57 per cent attended secondary schools and 15 per cent were enrolled in universities.

Special counselling and community work programmes continued in Thailand and Malaysia and

were also extended to Indonesia to assist the recovery of refugees who were victims of pirate attacks. Assistance to handicapped refugees continued with the provision of medical facilities and services in asylum countries. In 1986, the needs of some 10,755 refugees (as against 5,700 in 1985) were met at a cost of \$940,027, obligated under General Programmes. In addition, 28 disabled refugees, who could not be treated locally, were referred to medical centres abroad at a cost of \$41,471 under Special Programmes. In October, the UNHCR Executive Committee<sup>(2)</sup> welcomed the admission of larger numbers of disabled refugees into countries of resettlement.

The annual amount of food aid to refugees, including that from WFP, totalled some \$200 million; some \$75 million in food aid was channelled through UNHCR in 1986.

The UNHCR Executive Committee noted with concern that the basic rights of refugees continued to be disregarded and that, in particular, they were being exposed to violent acts, arbitrary detention and refoulement. The Committee stressed the importance of development-oriented assistance to refugees and returnees and urged the High Commissioner to promote development activities in cooperation with the World Bank, UNDP and other development assistance organizations.

In 1986, UNHCR expenditure on assistance activities in Africa totalled \$181.2 million, of which \$79.8 million was spent on local settlement activities, \$747,400 on resettlement, \$22 million on voluntary repatriation and \$79.2 million on relief and other assistance—the Sudan and Somalia receiving the most assistance with allocations of \$58 million and \$52 million, respectively.

In Latin America and the Caribbean, a total of \$35.3 million went for assistance activities, of which \$17.2 million was spent on local settlement, \$223,100 on resettlement, \$1.7 million on voluntary repatriation and \$16.2 million on relief and other assistance. Honduras and Mexico received the highest amounts—\$14 million and \$9 million, respectively.

In Europe and North America, UNHCR expenditures totalled \$10.3 million, of which \$2.3 million was spent on local settlement, \$2.1 million on resettlement, \$689,400 on voluntary repatriation and \$5.3 million on relief and other assistance—Yugoslavia and Italy received the most assistance with allocations of \$2.5 million and \$2.4 million, respectively.

In Asia and Oceania, total assistance expenditures amounted to \$68 million, of which \$7.4 million was spent on local settlement, \$13.5 million on resettlement, \$1.7 million on voluntary repatriation and \$45.3 million on relief and other assistance—Thailand and the Philippines received the most assistance with allocations totalling \$26.4 million and \$7.6 million, respectively.

In South-West Asia, North Africa and the Middle East, total UNHCR expenditures amounted to \$94 million, of which \$59 million was spent on local settlement, \$318,900 on resettlement, \$5,200 on voluntary repatriation and \$35 million on relief and other assistance—Pakistan and Iran received the most assistance with totals of \$77.3 million and \$8.2 million, respectively.

UNHCR promoted greater public awareness and understanding of the world-wide refugee problem through the distribution of information materials. It also organized an itinerant media seminar in Central America and a round table, "Helping refugees—contributing to peace". The magazine *Refugees* was published monthly in English, French and Spanish, and special editions were issued in German, Italian and Japanese.

**Related resolution:** GA 41/124.

### Africa

In 1986, the overall number of refugees in Africa remained relatively stable with the influxes being offset by repatriation movements in several areas: political developments in Uganda and security problems in parts of the Equatoria region of the Sudan led to the return of some 130,000 Ugandan refugees from neighbouring countries, the great majority from the Sudan; in the organized repatriation, some 11,000 Chadians returned from the Central African Republic and several thousand others returned spontaneously from the Sudan; in the Sudan, limited continuing influxes from Ethiopia and Uganda were substantially offset by the spontaneous repatriation of some 170,000 refugees, mostly Ethiopians and Ugandans as well as some Chadians; and although the influx of refugees from Ethiopia into northern Somalia increased in the first half of 1986, organized repatriation to Ethiopia began in December from Djibouti and Somalia.

However, in southern Africa, conflict and insecurity within Mozambique, exacerbated by drought in some areas, resulted in an increasing exodus of Mozambicans to neighbouring countries, with some 250,000 Mozambicans requiring UNHCR assistance—150,000 in Malawi, 5,000 in Swaziland, 30,000 in Zambia and 65,000 in Zimbabwe. During the year, UNHCR assisted some 43,000 South African refugees in various countries in southern Africa and some 76,000 Namibian refugees, the great majority of whom were in Angola and Zambia.

While most African States continued liberal practices of asylum, economic difficulties and consequent social tensions increased the impact on national infrastructures of both assisted and spontaneously settled refugees. UNHCR continued to promote voluntary repatriation and resettlement of African refugees within Africa; a durable solu-

tion was sought in third countries when neither voluntary repatriation nor local integration was feasible. Of the 2,682 African refugees resettled outside the continent in 1986, 1,017 went to the United States, 584 to Canada and 181 to Australia.

UNHCR worked closely with the United Nations Office for Emergency Operations in Africa to ensure that its emergency programmes were properly co-ordinated within the United Nations system.

During 1986, total UNHCR expenditure in Africa amounted to \$193.5 million, of which \$86.8 million was obligated under General Programmes and \$103.9 million under Special Programmes.

**JIU report.** In May 1986, the Secretary-General transmitted to the General Assembly a report by the Joint Inspection Unit (JIU) on the role of UNHCR in Africa, focusing on developments during 1984-1985.<sup>(7)</sup> The report dealt with a regional overview, international protection and assistance programmes, and provided conclusions and recommendations. It noted that the number of refugees in the region had averaged over 3 million a year since 1980, and was estimated to represent more than 30 per cent of the aggregate world refugee population registered by UNHCR in 1985.

JIU stated that at the height of the latest refugee emergency in Africa, UNHCR had provided significant relief to those in distress and assistance to host Governments in coping with large-scale refugee situations; UNHCR emergency relief operations in the region in 1984 and 1985 were focused on over 1.2 million displaced persons, and relief requirements for them rose from \$9 million in November 1984 to over \$100 million in June 1985. The UNHCR response to emergencies was found to be tardy.

In the area of international protection, the report called for UNHCR's continuing attention to areas such as national asylum policies, resettlement openings in Africa, the co-ordination of relief activities with other international agencies, and the establishment of secure mechanisms for the proper control and distribution of all relief aid under its supervision. In that regard, it called for extensive follow-up and implementation of the 1979 Arusha Conference recommendations<sup>(4)</sup> on refugee protection and provision of assistance, as well as a clear demarcation of the roles of UNHCR and OAU. It also called for reviving the momentum of the Programme of Action of the Second International Conference on Assistance to Refugees in Africa,<sup>(5)</sup> which had been overshadowed by the emergency operations.

The capacity of the UNHCR field offices in administering and co-ordinating programmes, and in maintaining adequate financial and management control, was hindered by the socio-economic

difficulties of many African countries especially those hosting large numbers of refugees, poor transport and communications networks, armed conflicts, ineffectual governmental co-ordinating roles and a scarcity of qualified human resources. A lack of systematic collaboration and information exchange among UNHCR field offices further contributed to weakening the impact of UNHCR's operations in Africa.

Among JIU's recommendations were: the dispatch of a fact-finding mission to the front-line States to study ways of relieving them of refugee pressure and a high-level meeting in Africa devoted to the plight of South African and Namibian refugees; co-ordination of national refugee policies and consolidation of international refugee law against mass expulsions of so-called illegal immigrants; expanded efforts to explore resettlement opportunities especially for urban refugees, intensified emphasis on refugee education and training to facilitate their local integration and self-reliance, and expansion of small enterprise projects for refugees; and a reorganization of field offices and decentralization of headquarters staff to the field to ensure better administration of activities.

In September, the Secretary-General submitted his comments<sup>(6)</sup> on the JIU report; he agreed that the magnitude of the problems required a major and expanded effort from the international community and from UNHCR. The Secretary-General corrected some facts and figures used by JIU, provided supplementary information and concurred with most of JIU's recommendations, some of which, he noted, were already under implementation.

On 4 December 1986, the General Assembly, by **decision 41/427**, took note of the JIU report and the Secretary-General's comments.

#### Follow-up to the Second International Conference on Assistance to Refugees in Africa

At the Second International Conference on Assistance to Refugees in Africa (ICARA II) in 1984,<sup>(7)</sup> the international community in a spirit of solidarity had sought to launch a process of burden-sharing on a strategy for solving the problems of refugees in Africa.

At the special session of the General Assembly on the critical economic situation in Africa, in May/June 1986, the plight of 5 million refugees and returnees, together with the adverse effects that the refugee burden continued to impose on the frail economies of host countries, were again considered as matters of high priority for many African States; the need to accelerate implementation of the ICARA II recommendations was reaffirmed (**resolution S-13/2**).

In July, the High Commissioner orally reported to the Economic and Social Council on follow-up

to ICARA II; on 22 July, the Council took note of that report (**decision 1986/166**).

Also in July<sup>(7)</sup> the OAU Council of Ministers appealed to all potential donors to sustain and increase their contributions for the implementation of ICARA projects, thanked OAU member States that had offered transit or resettlement facilities to South African refugees, and called on OAU member States receiving refugees or returnees to integrate the related programme formulation and implementation into their national plans in order to ensure the continuous viability and funding of such programmes. It also appealed to the international community to strengthen the financial capacity of UNHCR and voluntary agencies so as to ensure that the relief and rehabilitation needs were met.

In a September report<sup>(8)</sup> on assistance to refugees in Africa, submitted in response to a 1985 General Assembly request<sup>(9)</sup> the Secretary-General discussed the follow-up to ICARA II. He noted that, because of the 1986 emergency caused by famine and drought and their lingering effects, many ICARA II projects had been modified or delayed in implementation; UNDP and UNHCR cooperated closely in implementing the ICARA II recommendations and in promoting the complementarity of refugee aid and development aid.

#### GENERAL ASSEMBLY ACTION

On 4 December, on the recommendation of the Third Committee, the Assembly adopted **resolution 41/122** without vote.

#### Second International Conference on Assistance to Refugees in Africa

The General Assembly,

Recalling all its resolutions, particularly resolution 40/117 of 13 December 1985, relating to the Second International Conference on Assistance to Refugees in Africa,

Having considered the report of the Secretary-General on assistance to refugees in Africa,

Mindful that the fundamental purpose of the Declaration and Programme of Action adopted by the Second International Conference on Assistance to Refugees in Africa, held at Geneva from 9 to 11 July 1984, was to launch collective action by the international community aimed at achieving lasting solutions,

Gravely concerned at the persistent and serious problem of large numbers of refugees on the African continent,

Aware of the heavy burden borne by African countries of asylum on account of the presence of these refugees and its consequences for their economic and social development, and of the great sacrifices made by them, despite their limited resources,

Deeply concerned that the refugee situation has been severely affected by the critical economic situation in Africa, as well as by drought and other natural disasters,

Bearing in mind the United Nations Programme of Action for African Economic Recovery and Development 1986-1990, adopted by the General Assembly at its thir-

teenth special session, the special session devoted to the critical economic situation in Africa, which refers in particular to the need for the speedy implementation of the recommendations of the Second International Conference on Assistance to Refugees in Africa.

Recognizing that the efforts of the countries of asylum require the concerted support of the international community to meet the needs for emergency relief, and for medium-term and long-term development aid,

Taking note of the declarations, decisions and resolutions adopted by the Assembly of Heads of State and Government of the Organization of African Unity at its twenty-second ordinary session, held at Addis Ababa from 28 to 30 July 1986, and of the resolutions adopted by the Council of Ministers of that organization at its forty-fourth ordinary session, held at Addis Ababa from 21 to 26 July 1986, on the situation of refugees in Africa,

Emphasizing the collective responsibility of sharing the urgent and overwhelming burden of the problem of African refugees through effective mobilization of additional resources to meet the urgent and long-term needs of the refugees and to strengthen the capacity of countries of asylum to provide adequately for the refugees while they remain in those countries, as well as to assist the countries of origin in rehabilitating voluntary returnees,

Reiterating once again the vital importance of the complementarity between refugee aid and development assistance,

Deeply concerned that many of the projects submitted to the Second International Conference on Assistance to Refugees in Africa have yet to be funded and implemented,

Desirous of ensuring the speedy implementation of the recommendations and pledges made at the Second International Conference on Assistance to Refugees in Africa,

1. Expresses its deep appreciation to African host countries, which are the biggest donors, for their generous contribution and continuous efforts to alleviate the plight of refugees in spite of their critical economic situation;

2. Reiterates its appreciation to all donor countries, the organizations and specialized agencies of the United Nations system, regional organizations and intergovernmental and non-governmental organizations for their initial support and response to the projects submitted to the Second International Conference on Assistance to Refugees in Africa;

3. Urges the international community to maintain the momentum created by the Conference and to translate into reality the projects submitted as well as the principles of the Declaration and Programme of Action adopted by the Conference;

4. Emphasizes the vital importance of the complementarity of refugee aid and development assistance and of achieving durable solutions to the problem of refugees in Africa and the necessity of providing assistance for the strengthening of the social and economic infrastructures of African countries receiving refugees and returnees;

5. Requests the United Nations High Commissioner for Refugees to continue to keep the situation of refugees in Africa under constant review so as to ensure that adequate assistance is available for care and maintenance and for bringing about durable solutions;

6. Requests the United Nations Development Programme to increase its efforts to mobilize additional

resources for refugee-related development projects and, in general, to promote and co-ordinate with the host countries and the donor community the integration of refugee-related activities into national development planning;

7. Calls upon all Member States and organizations of the United Nations system concerned, as well as relevant regional, intergovernmental and non-governmental organizations, to intensify their support for the speedy implementation of the recommendations and pledges made at the Conference;

8. Requests the Secretary-General, in accordance with the Declaration and Programme of Action, to monitor, in consultation and close co-operation with the Organization of African Unity, the United Nations High Commissioner for Refugees and the United Nations Development Programme, the follow-up to the Conference;

9. Also requests the Secretary-General to report to the General Assembly at its forty-second session, through the Economic and Social Council, on the implementation of the present resolution.

General Assembly resolution 41/122

4 December 1986 Meeting 97 Adopted without vote

Approved by Third Committee (A/41/880 & Corr. 1) without vote, 19 November (meeting 50); draft by Cameroon, for African Group (A/C.3/41/L.46); agenda item 99 (b).

Meeting numbers. GA 41st session: 3rd Committee 39-43, 46, 48, 50; plenary 97.

## Chad

Pursuant to a 1985 General Assembly request,<sup>(10)</sup> the Secretary-General submitted in September 1986 a report<sup>(11)</sup> on emergency assistance to returnees and displaced persons in Chad. He reported that a November 1985 national reconciliation policy and general amnesty, as well as improved climatic conditions, had favoured the return of refugees; during the first half of 1986, some 80,000 people had returned from Cameroon, the Central African Republic, Nigeria and the Sudan. However, environmental degradation and hostilities in the northern region had left uncertain the fate of a large number of displaced persons. Relocation projects, set up to deal with the massive displacement of the drought-stricken Sahelian population, had witnessed a gradual decrease in the number of persons receiving assistance during the first part of 1986. Although generally well-implemented, the relocation projects failed to integrate most of the nomadic populations of Borkou-Ennedi-Tibesti and northern Kanem prefectures; some 60,000 displaced persons from the region were considered to be in need of assistance.

Assistance provided or planned for displaced persons and returnees included: a farming project, financed and executed by FAO; an integrated rural development project in the Ouaddai region, financed by the ICARA II fund and aimed at facilitating the return from the Sudan and the relocation of Chadian refugees; and rural development projects supported by UNICEF with the Office of Rural Development of the Ministry of Agriculture.

UNHCR proposed to send a technical mission to Chad in October to evaluate the situation and living conditions of the Chadian repatriates.

#### GENERAL ASSEMBLY ACTION

On 4 December, on the recommendation of the Third Committee, the General Assembly adopted **resolution 41/140** without vote.

#### Emergency assistance to voluntary returnees and displaced persons in Chad

The General Assembly,  
Recalling its resolutions 39/106 of 14 December 1984 and 40/136 of 13 December 1985,

Taking note of the report of the Secretary-General on emergency assistance to voluntary returnees and displaced persons in Chad,

Deeply concerned about the persistence of the drought and the invasion of locusts and predators, which are compounding the already precarious food and health situation in Chad,

Conscious that the large number of voluntary returnees and displaced persons as a result of the war and the drought in Chad poses a serious problem of integrating them into society,

Bearing in mind the many appeals made by the Government of Chad for international emergency assistance to the voluntary returnees and displaced persons in Chad, who are victims of the war and of natural disasters,

1. Endorses the appeals made by the Government of Chad concerning emergency assistance to the voluntary returnees and displaced persons in Chad;

2. Reiterates its appeal to all States and intergovernmental and non-governmental organizations to support, by generous contributions, the efforts being made by the Government of Chad to assist and resettle the voluntary returnees and displaced persons in Chad;

3. Takes note with satisfaction of the action undertaken by the various bodies of the United Nations system and the specialized agencies with a view to mobilizing emergency humanitarian assistance to the voluntary returnees and displaced persons in Chad;

4. Again requests the United Nations High Commissioner for Refugees and the United Nations Disaster Relief Co-ordinator to mobilize emergency humanitarian assistance to the voluntary returnees and displaced persons in Chad;

5. Requests the Secretary-General, in co-operation with the United Nations High Commissioner for Refugees and the United Nations Disaster Relief Co-ordinator, to report to the General Assembly at its forty-second session on the implementation of the present resolution.

General Assembly resolution 41/140

4 December 1986 Meeting 97 Adopted without vote

Approved by Third Committee (A/41/874/Add.1) without vote, 21 November (meeting 53); 28-nation draft (A/C.3/41/L.54), orally amended by Sweden; agenda item 12. Sponsors: Burkina Faso, Cameroon, Cape Verde, Central African Republic, Chad, Chile, China, Comoros, Congo, Côte d'Ivoire, Djibouti, Egypt, France, Gabon, Gambia, Greece, Guinea, Haiti, Indonesia, Japan, Mali, Niger, Senegal, Somalia, Sudan, Thailand, Togo, Zaire.

Meeting numbers. GA 41st session: 3rd Committee 39, 48, 53; plenary 97.

The sponsors accepted an oral amendment by Sweden to characterize the returnees as "voluntary" throughout the text.

**Related resolution:** GA 41/198.

In explanation of vote on resolutions concerning Chad, Djibouti (see below) and Somalia (see p. 843), the United States expressed reservations that the texts did not reflect changes that had taken place over the past year—notably, that the drought was largely over and that famine and new refugee flows had decreased. It asserted that the inter-agency missions called for in some of the texts only duplicated work already done; that inter-agency co-operation accomplished little if Governments did nothing to integrate refugee-related and national development programmes; and that there should be clear understanding that UNHCR handled refugees, while UNDRO handled displaced persons and disaster victims.

Israel said it had joined in the consensus on the draft resolutions on Chad, Djibouti, Somalia and the Sudan (see p.845), even though it did not have diplomatic relations with some of the States concerned.

#### Djibouti

In an August 1986 report on humanitarian assistance to refugees in Djibouti,<sup>(12)</sup> submitted in pursuance of a 1985 Assembly request,<sup>(13)</sup> the High Commissioner stated that voluntary repatriation remained the most feasible durable solution and that assistance continued to focus on care and maintenance projects and the development of counselling services for refugees.

A significant achievement during the year was the resumption of registration in September and the subsequent relaunching of the voluntary repatriation programme in December; under the tripartite agreement between Djibouti, Ethiopia and UNHCR, the formal large-scale repatriation programme had ended at the end of 1984.<sup>(14)</sup> By 31 December 1986, some 1,100 refugees in Djibouti had registered for voluntary repatriation, of whom 437 returned to Ethiopia. A total of 108 persons were resettled elsewhere. At the end of the year, the Government estimated that there were 14,287 refugees in Djibouti.

#### GENERAL ASSEMBLY ACTION

On 4 December, on the recommendation of the Third Committee, the General Assembly adopted **resolution 41/137** without vote.

#### Humanitarian assistance to refugees in Djibouti

The General Assembly,

Recalling its resolution 40/134 of 13 December 1985 on humanitarian assistance to refugees in Djibouti, as well as all its previous resolutions on this question,

Having considered the report of the United Nations High Commissioner for Refugees on humanitarian assistance to refugees in Djibouti,

Deeply concerned about the plight of the refugees and displaced persons in the country, which has been ag-

gravated by the devastating effects of the prolonged drought,

Aware of the heavy economic and social burden placed on the Government and people of Djibouti as a result of the presence of refugees and of the consequent impact on the development and infrastructure of the country,

Appreciating the determined and sustained efforts made by the Government of Djibouti, despite its modest economic resources and limited means, to cope with the growing needs of the refugees,

Noting with appreciation the steps taken by the Government of Djibouti, in close co-operation with the High Commissioner, to implement appropriate and lasting solutions in respect of the refugees in Djibouti,

Appreciating the assistance provided by Member States, the specialized agencies, intergovernmental and non-governmental organizations and voluntary agencies to the relief and rehabilitation programmes for the refugees and displaced persons in Djibouti,

1. Takes note of the report of the United Nations High Commissioner for Refugees on humanitarian assistance to refugees in Djibouti and appreciates his efforts to keep their situation under constant review;

2. Welcomes the steps taken by the Government of Djibouti, in close co-operation with the High Commissioner, to implement adequate and lasting solutions in respect of the refugees in Djibouti;

3. Expresses its appreciation to Member States, the specialized agencies, intergovernmental and non-governmental organizations and voluntary agencies for their assistance to the relief and rehabilitation programmes for the refugees and displaced persons in Djibouti;

4. Urges the High Commissioner to intensify his efforts to mobilize, on an emergency basis, the necessary resources to implement lasting solutions in respect of the refugees in Djibouti;

5. Calls upon all Member States, the organizations of the United Nations system, the specialized agencies and intergovernmental and non-governmental organizations to continue to support the determined and constant efforts made by the Government of Djibouti to cope with the urgent needs of the refugees and to implement lasting solutions in respect of their situation;

6. Requests the Secretary-General to report to the General Assembly at its forty-second session, through the Economic and Social Council, on the implementation of the present resolution.

General Assembly resolution 41/137

4 December 1986 Meeting 97 Adopted without vote

Approved by Third Committee (A/41/874/Add.1) without vote, 21 November (meeting 53); 82-nation draft (A/C.3/41/L.50); agenda item 12.

Sponsors: Algeria, Argentina, Austria, Bahrain, Bangladesh, Benin, Bolivia, Botswana, Brunei Darussalam, Burkina Faso, Cameroon, Cape Verde, Central African Republic, Chad, China, Comoros, Congo, Costa Rica, Côte d'Ivoire, Cuba, Democratic Yemen, Djibouti, Dominican Republic, Egypt, Ethiopia, France, Gabon, Gambia, Germany, Federal Republic of, Ghana, Greece, Guinea, Haiti, Honduras, Indonesia, Iraq, Italy, Jamaica, Japan, Jordan, Kenya, Kuwait, Lebanon, Lesotho, Liberia, Libyan Arab Jamahiriya, Madagascar, Malawi, Malaysia, Mali, Mauritania, Mauritius, Morocco, Niger, Nigeria, Oman, Pakistan, Panama, Philippines, Qatar, Rwanda, Sao Tome and Principe, Saudi Arabia, Senegal, Sierra Leone, Singapore, Somalia, Sri Lanka, Sudan, Swaziland, Syrian Arab Republic, Thailand, Togo, Tunisia, Turkey, Uganda, United Arab Emirates, United Republic of Tanzania, Yemen, Yugoslavia, Zaire, Zambia.

Meeting numbers. GA 41st session: 3rd Committee 39, 48, 53; plenary 97.

## Ethiopia

In an August 1986 report on assistance to displaced persons in Ethiopia,<sup>(15)</sup> submitted in pursuance of

a 1985 Assembly request,<sup>(16)</sup> the Secretary-General noted that UNHCR continued to provide basic relief assistance to Sudanese refugees registered at the Itang camp in the Illubabor region of western Ethiopia, pending durable solutions; by the end of 1986, some 121,000 persons were registered in the Illubabor region. UNHCR provided relief assistance to 155,000 of the most needy among the estimated 400,000 returnees in the Hararghe region; the programme benefited from a special appeal launched in February by UNHCR for \$134 million, including some \$7 million for food. In addition, the nature of the recovery and rehabilitation programme in the region was being studied. Under other programmes, refugees received assistance for lower secondary education as well as guidance on education, employment, local integration and resettlement.

In mid-1986, a new influx of southern Sudanese into the Keffa region, south of Illubabor, began; by the end of the year, some 11,000 refugees were receiving emergency relief assistance. By June 1986, an estimated 65,000 Ethiopians of Tigrayan origin had returned spontaneously from eastern Sudan.

Towards the end of 1986, an understanding was reached between the authorities that permitted the start of voluntary repatriation movements of refugees from Somalia to Ethiopia; by 31 December, some 8,000 refugees in Somalia had registered for voluntary repatriation, of whom 640 had returned.

## GENERAL ASSEMBLY ACTION

On 4 December, on the recommendation of the Third Committee, the General Assembly adopted by recorded vote **resolution 41/141**.

### Assistance to displaced persons in Ethiopia

The General Assembly,

Recalling all its resolutions, in particular resolution 40/133 of 13 December 1985, as well as all those of the Economic and Social Council, on assistance to displaced persons in Ethiopia,

Taking note of the report of the Secretary-General on assistance to displaced persons in Ethiopia,

Having considered the report of the United Nations High Commissioner for Refugees,

Recognizing the increasing number of voluntary returnees and refugees in Ethiopia,

Deeply concerned at the situation of displaced persons and voluntary returnees in the country, which has been aggravated by the devastating effect of the prolonged drought,

Aware of the heavy burden placed on the Government of Ethiopia in caring for displaced persons and victims of natural disasters, as well as for voluntary returnees and refugees,

1. Commends the efforts made so far by the Office of the United Nations High Commissioner for Refugees and other organizations of the United Nations system, as well as by the specialized agencies, in mobilizing humanitarian assistance to assist the efforts of the Government of Ethiopia;

2. Appeals to Member States and to international organizations and voluntary agencies to render adequate material, financial and technical assistance to the Government and people of Ethiopia in their efforts to provide relief and rehabilitation to displaced persons, voluntary returnees and refugees in Ethiopia;

3. Requests the United Nations High Commissioner for Refugees to continue his efforts in mobilizing humanitarian assistance for the relief, rehabilitation and resettlement of voluntary returnees and refugees in Ethiopia;

4. Requests the Secretary-General, in co-operation with the High Commissioner, to apprise the Economic and Social Council, at its second regular session of 1987, of the implementation of the present resolution and to report thereon to the General Assembly at its forty-second session.

General Assembly resolution 41/141

4 December 1986 Meeting 97 150-1-1 (recorded vote)

Approved by Third Committee (A/41/874Add.D by recorded vote (128-1-1), 21 November (meeting 53); 68-nation draft (A/C.3/41/L.55), orally revised; agenda item 12.

Sponsors: Afghanistan, Algeria, Angola, Argentina, Austria, Bangladesh, Benin, Bolivia, Botswana, Burkina Faso, Cameroon, Central African Republic, China, Comoros, Congo, Côte d'Ivoire, Cuba, Cyprus, Democratic Yemen, Djibouti, Egypt, Ethiopia, Gambia, Ghana, Greece, Guinea, Hungary, Indonesia, Iran, Italy, Jamaica, Japan, Jordan, Kenya, Lao People's Democratic Republic, Lesotho, Liberia, Madagascar, Malawi, Mali, Mauritania, Mongolia, Morocco, Mozambique, Nicaragua, Niger, Nigeria, Pakistan, Philippines, Poland, Romania, Rwanda, Senegal, Sierra Leone, Sri Lanka, Swaziland, Syrian Arab Republic, Togo, Uganda, Ukrainian SSR, USSR, United Republic of Tanzania, Viet Nam, Yemen, Yugoslavia, Zaire, Zambia, Zimbabwe.

Meeting numbers. GA 41st session: 3rd Committee 39, 48-50, 53; plenary 97.

Recorded vote in Assembly as follows:

In favour: Afghanistan, Algeria, Angola, Antigua and Barbuda, Argentina, Australia, Austria, Bahamas, Bahrain, Bangladesh, Barbados, Belgium, Belize, Benin, Bhutan, Bolivia, Botswana, Brazil, Brunei Darussalam, Bulgaria, Burkina Faso, Burma, Burundi, Byelorussian SSR, Cameroon, Canada, Central African Republic, Chad, Chile, China, Colombia, Comoros, Congo, Costa Rica, Cote d'Ivoire, Cuba, Cyprus, Czechoslovakia, Democratic Kampuchea, Democratic Yemen, Denmark, Djibouti, Dominican Republic, Ecuador, Egypt, El Salvador, Equatorial Guinea, Ethiopia, Fiji, Finland, France, Gabon, Gambia, German Democratic Republic, Germany, Federal Republic of, Ghana, Greece, Grenada, Guatemala, Guinea, Guinea-Bissau, Guyana, Haiti, Hungary, Iceland, India, Indonesia, Iran, Iraq, Ireland, Italy, Jamaica, Japan, Jordan, Kenya, Kuwait, Lao People's Democratic Republic, Lebanon, Lesotho, Liberia, Libyan Arab Jamahiriya, Luxembourg, Madagascar, Malawi, Malaysia, Maldives, Mali, Malta, Mauritania, Mauritius, Mexico, Mongolia, Morocco, Mozambique, Nepal, Netherlands, New Zealand, Nicaragua, Niger, Nigeria, Norway, Pakistan, Panama, Papua New Guinea, Paraguay, Peru, Philippines, Poland, Portugal, Qatar, Romania, Rwanda, Saint Christopher and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Samoa, Sao Tome and Principe, Saudi Arabia, Senegal, Seychelles, Sierra Leone, Singapore, Solomon Islands, Spain, Sri Lanka, Sudan, Suriname, Swaziland, Sweden, Syrian Arab Republic, Thailand, Togo, Trinidad and Tobago, Tunisia, Turkey, Uganda, Ukrainian SSR, USSR, United Arab Emirates, United Kingdom, United Republic of Tanzania, Uruguay, Vanuatu, Venezuela, Viet Nam, Yemen, Yugoslavia, Zaire, Zambia, Zimbabwe.

Against: United States.

Abstaining: Israel.

In explanation of vote, the United States said it did not support the policies of the Government of Ethiopia which, it said, had caused loss of lives and suppression of human rights and had aggravated refugee flows across frontiers and within Ethiopia; the international community could be expected to assist the victims of man-made disasters only if the Governments responsible corrected the causes of those disasters. Israel and the United Kingdom recognized the need for humanitarian assistance, but felt Ethiopia had politicized the issue. The Federal Republic of Ger-

many stated that the term displaced persons applied only to victims of natural disasters or conflict and not to persons in resettlement programmes. France voted in favour of the draft on the understanding that it did not apply to programmes for displaced persons within Ethiopia.

## Somalia

Pursuant to a 1985 Assembly request<sup>(17)</sup> the High Commissioner submitted in August 1986 a report<sup>(18)</sup> on assistance to refugees in Somalia. As in the past, UNHCR programmes benefited from the active support of several United Nations agencies and some 20 NGOs and voluntary agencies. Basic food supplies continued to be provided by WFP and other donors. The material assistance programme continued to focus on health services, water-supply systems, shelter and domestic needs, transport and logistics, education, construction, community development and income-generating and agricultural projects. During the first part of 1986, only basic care and maintenance projects were implemented due to funding difficulties; normal activities were resumed later on a reduced scale. Little progress was made towards local settlement or self-sufficiency because of the limitations of Somalia's natural resources. In search of durable solutions, the UNHCR Technical Support Service undertook a mission in June to evaluate UNHCR activities in agriculture, income-generation, community development and family-life programmes, self-help construction, health and water supply.

The influx of refugees from Ethiopia into northern Somalia increased in the first half of 1986. To meet the needs of some 122,000 refugees who arrived in 1985 and the early part of 1986, an appeal was issued in February under the UNHCR Special Programme of Emergency Relief Assistance in Africa for \$15.4 million, followed by an August appeal for a total assistance requirement of \$22.8 million for the 18-month period ending on 30 June 1987.

Following discussions between the Governments of Ethiopia and Somalia, the voluntary repatriation of refugees from the Gedo region began in December 1986.

## GENERAL ASSEMBLY ACTION

On 4 December, on the recommendation of the Third Committee, the General Assembly adopted **resolution 41/138** without vote.

### Assistance to refugees in Somalia

The General Assembly,

Recalling its resolutions 35/180 of 15 December 1980, 36/153 of 16 December 1981, 37/174 of 17 December 1982, 38/88 of 16 December 1983, 39/104 of 14 November 1984 and 40/132 of 13 December 1985 on the question of assistance to refugees in Somalia,

Taking note of the report of the United Nations High Commissioner for Refugees on assistance to refugees in Somalia, in particular section IV of that report,

Also taking note of the report of the Secretary-General on assistance to refugees in Africa,

Deeply concerned about the heavy burden that has been placed on the fragile economy of Somalia by the continuing presence of large numbers of refugees,

Aware of the additional burden imposed by the new influx of refugees and the consequent urgent need for additional international assistance,

Concerned about the continuing and serious shortfalls in the provision of food assistance, which have resulted in dangerous ration restrictions, epidemics related to malnutrition, other shortages and extreme hardship in refugee camps in Somalia,

Concerned also that continuing funding difficulties have necessitated a reduction in normal activities, entailing reductions in staff and programmes, as well as the cancellation of some long-term agricultural projects,

Recognizing from the recommendations contained in the report of the High Commissioner that there remains an urgent need for increased assistance in the provision of food, water and medicines, in the areas of transport and logistics, shelter and domestic items, construction, the strengthening of health and educational facilities, and the expansion of the number of self-help schemes and small-scale farming and settlement projects necessary for the promotion of self-reliance among the refugees,

Conscious of the continued consequences of the social and economic burden placed on the Government and people of Somalia as a result of the continued presence of refugees and new refugee flows and the consequent impact on national development and the infrastructure of the country,

1. Takes note of the report of the United Nations High Commissioner for Refugees;

2. Commends the measures that the Government of Somalia is taking to provide material and humanitarian assistance to refugees, in spite of the limited resources and the fragile economy of Somalia;

3. Expresses its appreciation to the Secretary-General and the High Commissioner for their continued efforts to mobilize international assistance on behalf of the refugees in Somalia;

4. Takes note with satisfaction of the assistance rendered to refugees in Somalia by various Member States, the Office of the United Nations High Commissioner for Refugees, the World Food Programme, the United Nations Children's Fund and other concerned intergovernmental and non-governmental organizations;

5. Appeals to Member States, international organizations and voluntary agencies to render maximum and timely material, financial and technical assistance to the Government of Somalia in its efforts to provide all necessary assistance to the refugees and to enable the Office of the High Commissioner to restore its original programmes to their normal scale;

6. Requests the Secretary-General, in co-operation with the Office of the High Commissioner, the United Nations Development Programme and other relevant United Nations agencies, to dispatch a high-level inter-agency mission to Somalia to review existing refugee programmes, taking into account the country's extremely limited resources and the burden that the pres-

ence of the refugees places on its economy and vital public services, and to prepare a comprehensive programme of assistance, combining both refugee-related humanitarian and developmental needs, for eventual submission to the international community;

7. Requests the High Commissioner, in consultation with the Secretary-General, to apprise the Economic and Social Council, at its second regular session of 1987, of the refugee situation in Somalia;

8. Also requests the High Commissioner, in consultation with the Secretary-General, to submit to the General Assembly at its forty-second session a report on the progress achieved in the implementation of the present resolution.

General Assembly resolution 41/138

4 December 1986 Meeting 97 Adopted without vote

Approved by Third Committee (A/41/874Add.D without vote, 21 November (meeting 53); 75-nation draft (A/C.3/41/L.52); agenda item 12

Sponsors: Algeria, Argentina, Bahrain, Bangladesh, Barbados, Bolivia, Botswana, Brunei Darussalam, Cameroon, Central African Republic, Chad, Chile, China, Comoros, Costa Rica, Cote d'Ivoire, Cyprus, Democratic Kampuchea, Democratic Yemen, Djibouti, Dominican Republic, Egypt, Gambia, Germany, Federal Republic of, Ghana, Greece, Guinea, Honduras, Indonesia, Iran, Iraq, Italy, Jamaica, Japan, Jordan, Kenya, Kuwait, Lebanon, Lesotho, Liberia, Libyan Arab Jamahiriya, Madagascar, Malawi, Malaysia, Mali, Mauritania, Morocco, Niger, Nigeria, Oman, Pakistan, Philippines, Qatar, Romania, Rwanda, Saudi Arabia, Senegal, Sierra Leone, Singapore, Solomon Islands, Somalia, Sri Lanka, Sudan, Swaziland, Syrian Arab Republic, Thailand, Togo, Tunisia, Turkey, Uganda, United Arab Emirates, Yemen, Yugoslavia, Zaire, Zambia.

Meeting numbers. GA 41st session: 3rd Committee 39, 48, 53; plenary 97.

## Sudan

Pursuant to a 1985 Assembly request<sup>(19)</sup> the Secretary-General dispatched a high-level inter-agency mission to the Sudan from 8 February to 13 March 1986 to assess the assistance needs as well as the impact of refugees on Sudan's economy and public services. The mission's report, annexed to an April report of the Secretary-General<sup>(20)</sup> provided a strategy for a comprehensive programme of assistance for the Sudan to help it deal with the situation arising from the presence of over 1 million refugees.

The mission reported that the emergency situation brought on by the drought of 1981-1985 was not over and that, despite a national grain surplus from the harvest following good rains in 1985, 5 million people, one quarter of the total population, were affected by local crop failures; hundreds of thousands more had not recovered from the devastation of the severe drought. There were still large areas of suffering, with famine conditions persisting in northern Darfur, northern Kordofan, the Red Sea Hills and areas of southern Sudan. The mission observed that the burden of hosting large numbers of refugees had been overwhelming; international assistance programmes tended to provide minimal essentials to refugees and to assume that all ancillary national facilities and services would be made available free of charge by national and local authorities. The areas most seriously affected by refugee influx included education, health and sanitation, transport, water resources and the environment. The social tensions

and costs associated with hosting refugees had become a serious concern.

The mission stressed that a durable solution to the refugee problem could not be divorced from general rural development and that assistance to refugees should aim at helping them become self-supporting and capable of contributing to the Sudan's economy. It recommended that emergency relief be provided in a manner directly supportive of recovery and long-term development and that special attention be paid to the needs of those displaced and dispossessed as a result of the famine. Observing that great numbers and geographical dispersion of refugees made it difficult to deal with the situation through a traditional refugee-related project approach, the mission recommended implementing a number of integrated urban-rural development programmes as focal areas for development of refugee-impacted regions.

The High Commissioner's appeal for relief and recovery in 1986 was estimated at some \$39.8 million for eastern Sudan and \$12 million for the western region. The proposed projected allocation for the annual programme in 1986 was estimated at \$21.7 million. In total, the programme for 1986 amounted to nearly \$74 million. During 1986, limited but continuing influxes from Ethiopia and Uganda were offset by the spontaneous or organized repatriation of some 170,000 refugees, mostly Ethiopian and Ugandan. By year's end, UNHCR was assisting some 45,000 Chadians, 330,000 Ethiopians (200,000 being recent arrivals) and 80,000 Ugandans. Government figures indicated that at least an additional 600,000 refugees had been settled spontaneously.

#### GENERAL ASSEMBLY ACTION

On 4 December, on the recommendation of the Third Committee, the General Assembly adopted resolution 41/139 without vote.

#### **Situation of refugees in the Sudan**

The General Assembly,

Recalling its resolutions 35/181 of 15 December 1980, 36/158 of 16 December 1981, 37/173 of 17 December 1982, 38/90 of 16 December 1983, 39/108 of 14 December 1984 and 40/135 of 13 December 1985 on the situation of refugees in the Sudan,

Having considered the report of the Secretary-General on the situation of refugees in the Sudan and the report of the inter-agency mission annexed thereto,

Appreciating the measures which the Government of the Sudan is taking in order to provide shelter, protection, food, education, and health and other humanitarian services to a very large and persistent number of refugees in the Sudan,

Recognizing the heavy burden placed on the people and Government of the Sudan and the sacrifices they are making in caring for the refugees and the need for adequate international assistance to enable them to continue their efforts to provide assistance to the refugees,

Gravely concerned at the serious social and economic impact of the massive presence of refugees, as well as its far-reaching consequences for the country's development, security and stability,

Expressing its appreciation for the assistance rendered by Member States and intergovernmental and non-governmental organizations in support of the refugee programme in the Sudan,

Bearing in mind the findings and recommendations of the inter-agency mission to the Sudan, particularly the suggestion that the international community should explore new and effective approaches to ensure that the burden of dealing with refugees is shared more equitably,

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

1. Takes note of the report of the Secretary-General on the implementation of resolution 40/135 and welcomes the report of the inter-agency mission annexed thereto;

2. Commends the measures that the Government of the Sudan is taking to provide material and humanitarian assistance to refugees, in spite of the effects of the drought and the serious economic situation it faces, and stresses the need for additional resources to lessen the impact of the presence of refugees on the economy of this least developed country;

3. Expresses its appreciation to the Secretary-General, the United Nations High Commissioner for Refugees, donor countries and intergovernmental and non-governmental organizations for their efforts to assist the refugees in the Sudan;

4. Expresses grave concern at the serious and far-reaching consequences of the massive presence of refugees in the country on its security, stability and development, as reflected in the report of the inter-agency mission;

5. Also expresses grave concern at the shrinking resources available for refugee programmes in the Sudan and the serious consequences of this situation on the country's ability to continue to act as host and provide assistance to refugees;

6. Requests the Secretary-General, in following up on the report of the inter-agency mission and furthering the integration of developmental and refugee aid, to take steps to ensure that continued joint inter-agency expert planning for the Sudan takes place, as suggested by the mission in its report;

7. Also requests the Secretary-General to mobilize the necessary financial and material assistance for the full implementation of ongoing projects in the areas affected by the presence of refugees;

8. Appeals to Member States, the appropriate organs, organizations and bodies of the United Nations, intergovernmental and non-governmental organizations and the international financial institutions to provide the Government of the Sudan with the necessary resources for the implementation of development assistance projects in regions affected by the presence of refugees;

9. Requests the High Commissioner to continue co-ordination with the appropriate specialized agencies in order to consolidate and ensure the continuation of essential services to the refugees in their settlements;

10. Requests the Secretary-General to report to the General Assembly at its forty-second session, through

the Economic and Social Council, on the implementation of the present resolution.

General Assembly resolution 41/139

4 December 1986 Meeting 97 Adopted without vote

Approved by Third Committee (A/41/874/Add.1) without vote, 21 November (meeting 53); 66-nation draft (A/C.3/41/L.53), orally revised; agenda item 12.

Sponsors: Algeria, Argentina, Bahrain, Bangladesh, Botswana, Cameroon, Canada, Central African Republic, Chad, China, Comoros, Côte d'Ivoire, Cyprus, Democratic Kampuchea, Democratic Yemen, Djibouti, Egypt, France, Germany, Federal Republic of Greece, Guinea, India, Indonesia, Iran, Iraq, Italy, Jamaica, Japan, Jordan, Kenya, Kuwait, Lesotho, Liberia, Libyan Arab Jamahiriya, Madagascar, Malawi, Malaysia, Mali, Mauritania, Morocco, Nepal, Niger, Nigeria, Oman, Pakistan, Philippines, Qatar, Romania, Rwanda, Saudi Arabia, Senegal, Sierra Leone, Somalia, Sri Lanka, Sudan, Swaziland, Syrian Arab Republic, Thailand, Togo, Turkey, Uganda, United Kingdom, United States, Yugoslavia, Zaire, Zambia.

Meeting numbers. GA 41st session: 3rd Committee 39, 48, 53; plenary 97.

### Student refugees in southern Africa

Pursuant to a 1985 Assembly request,<sup>(21)</sup> the High Commissioner reported on assistance to student refugees in southern Africa—Botswana, Lesotho, Swaziland, Zambia and Zimbabwe—from 1 July 1985 to 30 June 1986.<sup>(22)</sup>

During the first half of 1986, 80 South African refugees registered in Botswana. UNHCR sponsored five South African refugees at primary level, 13 at secondary level and one for vocational training, as well as two Namibian students at secondary-school level, all within Botswana. In addition, 52 South Africans and 56 Namibians received educational assistance from various intergovernmental organizations and NGOs, with more than half of them studying outside Botswana, their country of asylum; one South African and three Namibians were studying at the secondary-school level at Dukwe refugee settlement.

South African refugees in Lesotho decreased from 11,500 in 1985 to an estimated 3,000 to 4,000 during the first half of 1986. Of the 336 registered with UNHCR, some 200 received assistance, including education. Some 42 South Africans were enrolled in primary schools, half of them UNHCR-sponsored and the other half sponsored by the United Nations Educational, Scientific and Cultural Organization. Another 118 refugees were enrolled at the secondary level, of which 17 were registered refugees. At the post-secondary level, 50 South African students, of whom 17 were registered refugees, were enrolled at technical and commercial schools, mainly outside Lesotho. South African students at university level numbered 201, of whom 13 were registered as refugees. In addition, 411 students were receiving educational assistance in Lesotho and abroad, of whom 121 were registered refugees. Since the beginning of 1986, new arrivals, the majority of whom were affiliated with national liberation movements, were relocated to the United Republic of Tanzania and Zambia for educational placement and security reasons. A few were evacuated to Kenya.

While the total number of refugees in Swaziland substantially increased due to an influx from Mo-

zambique, the number of South African refugees showed no substantial increase from the 6,800 previously reported. The number of South African refugees who received educational assistance from UNHCR increased from 167 to 198; of those, 48 were at primary-school level and 150 at secondary level. South African and Namibian refugees receiving educational assistance from other United Nations agencies and NGOs numbered 51.

In Zambia, there was no significant increase in the number of South African refugees; the majority of the 3,000 refugees were affiliated to the African National Congress. The number of Namibian refugees in the country was about 7,500. UNHCR sponsored 67 refugee children (15 Namibians, 48 South Africans) at the primary-school level, and 149 persons of all nationalities (one from Namibia) at the secondary level. Other educational assistance from intergovernmental organizations and NGOs was granted to 690 refugees, of whom 662 were from Namibia and 28 from South Africa. The number of Namibian refugees pursuing secondary and vocational studies outside Zambia and under UNHCR sponsorship grew to 636.

In Zimbabwe, the number of urban refugees, mostly South African, declined from 470 to 226 as a result of naturalization and resettlement. UNHCR sponsored two South African refugee students at primary level, 10 at secondary level and 13 for vocational training; two Namibian refugees were sponsored at secondary level.

### GENERAL ASSEMBLY ACTION

On 4 December, on the recommendation of the Third Committee, the General Assembly adopted **resolution 41/136** without vote.

#### Assistance to student refugees in southern Africa

The General Assembly,

Recalling its resolution 40/138 of 13 December 1985, in which it, inter alia, requested the Secretary-General, in co-operation with the United Nations High Commissioner for Refugees, to continue to organize and implement an effective programme of educational and other appropriate assistance for student refugees from Namibia and South Africa who have been granted asylum in Botswana, Lesotho, Swaziland and Zambia,

Having considered the report of the High Commissioner on the assistance programme to student refugees from South Africa and Namibia,

Noting with appreciation that some of the projects recommended in the report on assistance to student refugees in southern Africa have been successfully completed,

Noting with concern that the discriminatory and repressive policies which continue to be applied in South Africa and Namibia cause a continued and increasing influx of student refugees into Botswana, Lesotho, Swaziland and Zambia,

Conscious of the burden placed on the limited financial, material and administrative resources of the host countries by the increasing number of student refugees,

Appreciating the efforts of the host countries to deal with their student refugee populations, with the assistance of the international community,

1. Takes note with satisfaction of the report of the United Nations High Commissioner for Refugees;

2. Expresses its appreciation to the Governments of Botswana, Lesotho, Swaziland and Zambia for granting asylum and making educational and other facilities available to the student refugees, in spite of the pressure which the continuing influx of those refugees exerts on facilities in their countries;

3. Also expresses its appreciation to the Governments of Botswana, Lesotho, Swaziland and Zambia for the co-operation which they have extended to the High Commissioner on matters concerning the welfare of these refugees;

4. Notes with appreciation the financial and material support provided for the student refugees by Member States, the Office of the United Nations High Commissioner for Refugees, other bodies of the United Nations system and intergovernmental and non-governmental organizations;

5. Requests the High Commissioner, in co-operation with the Secretary-General, to continue to organize and implement an effective programme of educational and other appropriate assistance for student refugees from Namibia and South Africa who have been granted asylum in Botswana, Lesotho, Swaziland and Zambia;

6. Urges all Member States and intergovernmental and non-governmental organizations to continue contributing generously to the assistance programme for student refugees, through financial support of the regular programmes of the High Commissioner and of the projects and programmes, including unfunded projects, which were submitted to the Second International Conference on Assistance to Refugees in Africa, held at Geneva from 9 to 11 July 1984;

7. Also urges all Member States and all intergovernmental and non-governmental organizations to assist the countries of asylum materially and otherwise to enable them to continue to discharge their humanitarian obligations towards refugees;

8. Appeals to the Office of the United Nations High Commissioner for Refugees, the United Nations Development Programme and all other competent United Nations bodies, as well as other international and non-governmental organizations, to continue providing humanitarian and development assistance so as to facilitate and expedite the settlement of student refugees from South Africa and Namibia who have been granted asylum in Botswana, Lesotho, Swaziland and Zambia;

9. Calls upon agencies and programmes of the United Nations system to continue co-operating with the Secretary-General and the High Commissioner in the implementation of humanitarian programmes of assistance for the student refugees in southern Africa;

10. Requests the High Commissioner, in co-operation with the Secretary-General, to continue to keep the matter under review, to apprise the Economic and Social Council, at its second regular session of 1987, of the current status of the programmes and to report to the General Assembly at its forty-second session on the implementation of the present resolution.

General Assembly resolution 41/136

4 December 1986 Meeting 97 Adopted without vote

Approved by Third Committee (A/41/874/Add.1) without vote, 19 November (meeting 50); 38-nation draft (A/C.3/41/L.48); agenda item 12.

Sponsors: Algeria, Angola, Bahamas, Botswana, Burkina Faso, Cameroon, China, Comoros, Congo, Côte d'Ivoire, Djibouti, Egypt, Ethiopia, Guinea, Indonesia, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mali, Morocco, Mozambique, Niger, Nigeria, Philippines, Rwanda, Senegal, Somalia, Sudan, Swaziland, Togo, Trinidad and Tobago, Uganda, Yugoslavia, Zaire, Zambia, Zimbabwe.  
Meeting numbers. GA 41st session: 3rd Committee 39, 46, 50; plenary 97.

South African and Namibian  
refugee women and children

#### GENERAL ASSEMBLY ACTION

On 4 December 1986, on the recommendation of the Third Committee, the General Assembly adopted **resolution** 41/123 by recorded vote.

#### Measures of assistance provided to South African and Namibian refugee women and children

The General Assembly,

Taking note of the report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, held at Nairobi from 15 to 26 July 1985,

Taking note also of the report of the Secretary-General on measures of assistance provided to women inside South Africa and Namibia and to women outside South Africa and Namibia who have become refugees as a result of the practice of apartheid,

Recalling its resolutions 34/93 K of 12 December 1979, 35/206 N of 16 December 1980 and 36/172 K of 17 December 1981 on women and children under apartheid,

Recalling Economic and Social Council resolution 1986/25 of 23 May 1986 on measures of assistance provided to South African, Namibian and refugee women,

Noting with regret that during the United Nations Decade for Women: Equality, Development and Peace, the status of women living under apartheid in South Africa and Namibia deteriorated,

Concerned about the special needs of women and children forced to flee from South Africa and Namibia who have become refugees as a result of the practice of apartheid,

1. Endorses Economic and Social Council resolution 1986/25 on measures of assistance provided to South African, Namibian and refugee women;

2. Calls upon all Governments, intergovernmental organizations and non-governmental organizations to intensify their support for and solidarity with refugee women and children outside South Africa and Namibia and in front-line States, in particular:

(a) To provide for the widest possible dissemination of information about the situation of refugee women and children;

(b) To provide legal, humanitarian and other assistance to refugee women and children and their families who are victims of apartheid;

(c) To provide assistance to women in the national liberation movements to enable them to attend major international conferences and seminars and to undertake speaking tours further to promote international solidarity with the oppressed women;

(d) To support the projects and activities of the southern African national liberation movements recognized by the Organization of African Unity, particularly those involving refugee women and children;

3. Requests the Secretary-General to ensure close co-ordination between United Nations bodies, in particular the Office of the United Nations High Commissioner for Refugees, the Centre for Social Development and

Humanitarian Affaire, the Centre against Apartheid, the Centre for Human Rights and the United Nations Council for Namibia, as well as the Department of Public Information of the Secretariat, with a view to maximizing publicity on the situation of refugee women and children;

4. Requests the Special Committee against Apartheid to include in its programme of work for 1988 the organization of a seminar on the special needs of South African and Namibian refugee women and children and ways of increasing measures of assistance to them, in co-operation with other relevant United Nations bodies;

5. Decides to consider the measures of assistance provided to South African and Namibian refugee women and children under the item entitled "Office of the United Nations High Commissioner for Refugees" of the provisional agenda of its forty-second session.

General Assembly resolution 41/123

4 December 1986 Meeting 97 147-1-8 (recorded vote)

Approved by Third Committee (A/41/880 & Corr. 1) by recorded vote (127-2-8), 19 November (meeting 50); draft by Cameroon, for African Group (A/C.3/41/L.47), orally revised; agenda item 99 (b).

Meeting numbers. GA 41st session: 3rd Committee 39-43, 46, 48, 50; plenary 97.

Recorded vote in Assembly as follows:

In favour: Afghanistan, Albania, Algeria, Angola, Antigua and Barbuda, Argentina, Australia, Austria, Bahamas, Bahrain, Bangladesh, Barbados, Belize, Benin, Bhutan, Bolivia, Botswana, Brazil, Brunei Darussalam, Bulgaria, Burkina Faso, Burma, Burundi, Byelorussian SSR, Cameroon, Canada, Cape Verde, Central African Republic, Chad, Chile, China, Colombia, Comoros, Congo, Costa Rica, Côte d'Ivoire, Cuba, Cyprus, Czechoslovakia, Democratic Kampuchea, Democratic Yemen, Denmark, Djibouti, Dominican Republic, Ecuador, Egypt, El Salvador, Equatorial Guinea, Ethiopia, Fiji, Finland, Gabon, Gambia, German Democratic Republic, Ghana, Greece, Grenada, Guatemala, Guinea, Guinea-Bissau, Guyana, Haiti, Honduras, Hungary, Iceland, India, Indonesia, Iran, Iraq, Ireland, Jamaica, Japan, Jordan, Kenya, Kuwait, Lao People's Democratic Republic, Lebanon, Lesotho, Liberia, Libyan Arab Jamahiriya, Madagascar, Malawi, Malaysia, Maldives, Mali, Malta, Mauritania, Mauritius, Mexico, Mongolia, Morocco, Mozambique, Nepal, New Zealand, Nicaragua, Niger, Nigeria, Norway, Oman, Pakistan, Panama, Papua New Guinea, Paraguay, Peru, Philippines, Poland, Portugal, Qatar, Romania, Rwanda, Saint Lucia, Saint Vincent and the Grenadines, Samoa, Sao Tome and Principe, Saudi Arabia, Senegal, Seychelles, Sierra Leone, Singapore, Solomon Islands, Somalia, Spain, Sri Lanka, Sudan, Suriname, Swaziland, Sweden, Syrian Arab Republic, Thailand, Togo, Trinidad and Tobago, Tunisia, Turkey, Uganda, Ukrainian SSR, USSR, United Arab Emirates, United Republic of Tanzania, Uruguay, Vanuatu, Venezuela, Viet Nam, Yemen, Yugoslavia, Zaire, Zambia, Zimbabwe.

Against: United States.

Abstaining: Belgium, France, Germany, Federal Republic of, Israel, Italy, Luxembourg, Netherlands, United Kingdom.

Explaining its vote, the United States expressed regret that there had not been a consensus on the resolution and that it had been drafted in such politicized terms that it could only be prejudicial to those whom it was intended to assist. The United Kingdom shared that view.

France also asserted that the refugee problem was essentially humanitarian and should not be politicized.

**Related resolutions:** ESC 1986/25, GA 41/39 E.

### Europe and North America

In Europe, the countries receiving the most asylum-seekers continued to be the Federal Republic of Germany (99,650 people), followed by France, Sweden and Denmark. Italy and Turkey granted transit facilities. The number of asylum-seekers in Europe increased from 170,000 in 1985 to over 200,000 in 1986. The arrival of increasing

numbers of refugees and asylum-seekers, particularly through irregular channels and not directly from countries of origin, led to the adoption in some countries of new legislation and the application of restrictive measures at borders and airports. In parallel with those developments, legal assistance activities for refugees and asylum-seekers were strengthened in a number of countries.

In North America, Canada and the United States continued in 1986 to act as major resettlement countries, admitting a total of 18,000 and 62,500 refugees, respectively. The majority originated from first-asylum countries in South-East Asia, Europe and Africa, where no other durable solution was feasible.

UNHCR expenditure in North America and Europe totalled \$16.8 million in 1986, of which \$12.8 million was under General Programmes and \$0.8 million under Special Programmes.(1)

### Latin America and the Caribbean

At the end of 1986, 120,200 refugees were receiving UNHCR assistance in Central America and Mexico. Since the registration in Honduras of some 7,000 newly arrived Nicaraguan refugees of Indian origin in April, no significant influx occurred in the region. In Costa Rica, 20,700 refugees were assisted and the local integration of Salvadorian and Nicaraguan refugees continued. In Honduras, there were an estimated 21,000 Salvadorians, 530 Guatemalans, 8,200 Nicaraguan Ladinos and 16,000 Miskito and Sumo Nicaraguans; despite the 1986 repatriation of 1,770 Nicaraguans and 963 Salvadorians, the level of material assistance remained unchanged. In Mexico, the estimated number of refugees remained at 175,000, the majority being Salvadorians; a census showed that there were 39,400 Guatemalan refugees.

The number of repatriates continued to increase, particularly in the case of Guatemalans in Mexico, Salvadorians or Nicaraguans in Honduras and Haitians in the Dominican Republic. Repatriation of Argentinian and Uruguayan refugees also continued.

The refugee population in other countries in the region stood at 30,600, nearly half of whom were in Guatemala.

In Latin America and the Caribbean, UNHCR expenditure amounted to \$33.4 million, of which \$35.1 million was under General Programmes and \$2.5 million under Special Programmes.(1)

### East and South Asia and Oceania

The number of Indo-Chinese refugees in camps and centres in asylum countries in East and South Asia and Oceania registered a 9 per cent decrease from the 1985 figure and stood at 145,227 at the

end of 1986. Among first-asylum countries, Thailand continued to host the largest number—85,818 Lao, 26,949 Kampucheans and 7,023 Vietnamese. Other countries and territories in the region hosted 25,437 Vietnamese boat people; a total of 2,591 refugees were rescued at sea, of whom 1,249 benefited from the Rescue at Sea Resettlement Offers (RASRO) scheme, while 292 persons were disembarked and resettled under the Disembarkation Resettlement Offers (DISERO) scheme. There were also some 280,000 Indo-Chinese refugees in China and an estimated 20,000 Kampucheans benefiting from UNHCR assistance in Viet Nam. Some 90,000 Filipino refugees continued to be hosted in Sabah province, Malaysia.

Resettlement in third countries remained the most viable solution for most Indo-Chinese refugees; between 1975 and the end of 1986, nearly 1.1 million had found new homes in third countries. Two refugee processing centres, at Bataan, Philippines, and Galang, Indonesia, provided temporary accommodation to Indo-Chinese refugees bound for resettlement in third countries; the Galang centre was closed at the end of the year to new arrivals. A total of 51,137 Indo-Chinese—comprising 25,094 Vietnamese, 16,658 Lao and 9,385 Kampucheans—were resettled during the year. Under the Orderly Departure Programme set up in 1979, 18,418 persons left Viet Nam for family reunion abroad. Kampucheans and Lao who returned to their home countries benefited from UNHCR assistance to facilitate their integration. (See also p. 206.)

The UNHCR Executive Committee,<sup>(2)</sup> at its October 1986 session, expressed concern about the number of long-stayers among the Indo-Chinese refugees in camps in South-East Asia and called on Governments that were not doing so to participate in the resettlement effort and to admit those refugees without links to a third country. The Executive Committee also commended UNHCR for promoting the Orderly Departure Programme from Viet Nam, noted the valuable support for the DISERO and RASRO schemes, and recommended that Governments participate in those efforts to provide resettlement places in a spirit of burden-sharing.

In Papua New Guinea, the number of Irian Jayans remained stable at 11,000: 1,135 persons returned voluntarily to Irian Jaya, the easternmost province of Indonesia, and some 1,100 Irian Jayans arrived in September and December. UNCHR assistance consisted mainly of care and maintenance to the camp population along the Indonesian/Papua New Guinea border.

During 1986, total UNHCR expenditure in the region stood at \$73.4 million, of which \$62.6 million was under the General Programmes and \$10 million under Special Programmes.

### **South-West Asia, North Africa and the Middle East**

During 1986, UNHCR obligated \$59.7 million under General Programmes and \$37.5 million under Special Programmes to assist over 5 million refugees in South-West Asia, North Africa and the Middle East.

In Pakistan, the population of Afghan refugees, estimated at 2.9 million, continued to represent the world's largest single concentration of refugees; over 75 per cent of that population were women and children. UNHCR assistance programmes in Pakistan were geared to the provision of supplies and services as well as activities towards self-help and self-reliance. A UNHCR/World Bank income-generating project for refugees and the local population generated 55 million work-days of employment in its pilot phase in 1986, 80 per cent of which benefited Afghan refugees.

In 1986, a total of \$5 million was obligated for the health, water and sanitation needs of some 2.2 million Afghan refugees in Iran, which was visited by a joint UNHCR/WFP mission and a WHO consultancy mission visited during the latter part of the year.

Despite the precarious situation in Lebanon, the UNHCR regional office in Beirut continued to assist some 2,900 refugees in that country.

In Yemen, UNHCR provided basic assistance to 1,800 refugees of Eritrean origin living on the Red Sea coast.

In Cyprus, UNHCR continued to co-ordinate aid to persons displaced as a result of the 1974 events (see p. 246).

**Related resolutions:** GA 41/33, 41/69 A-K.

### **Refugee protection**

Concerted international action was considered the sole means of creating conditions to solve refugee problems, thereby facilitating the High Commissioner's task of providing international protection.

As in previous years, UNHCR continued in 1986 to provide refugees and asylum-seekers with various measures of protection, against a growing trend among countries to be restrictive in granting asylum. The principle of non-refoulement—whereby refugees and asylum-seekers would not forcibly be returned to countries where they faced persecution or other danger—was respected almost universally. Some countries, however, resorted to expulsion or detention. The physical protection of refugees continued to be of great concern to UNHCR, as deaths and injuries resulted from military and armed attacks on refugee camps and settlements, as well as attacks on refugees in urban centres, notably in Africa, the Middle East and Asia. A UNHCR/Thai Government Anti-Piracy

Programme continued to deal with piracy attacks against asylum-seekers at sea.

While many States had enacted legislation to remove or lessen restrictions on the exercise of economic and social rights by refugees, some, particularly those with the largest refugee populations, introduced restrictions, rendering it more difficult for refugees to obtain educational opportunities or employment or enjoy other economic rights.

In 1986, UNHCR intensified its efforts to ensure the promotion, advancement and dissemination of principles of refugee law through emergency management training courses and training sessions held at UNHCR headquarters and in the field. Seminars, courses and lectures were organized for government and NGO officials.

The Sub-Committee of the Whole on International Protection<sup>(23)</sup> of the UNHCR Executive Committee, at its eleventh meeting (Geneva, 30 September, 1 and 3 October 1986), discussed, and made recommendations to its parent body on, accession to international legal instruments on refugee protection, detention of refugees and asylum-seekers, and military and armed attacks on refugee camps and settlements.

The Executive Committee, in October<sup>(2)</sup> adopted several conclusions on those topics. Recognizing that UNHCR's international protection function had become increasingly complex due to the growing number and changing composition of current movements of refugees, it emphasized the importance for Governments to help provide durable solutions; noted with concern that military or armed attacks on refugee camps and settlements had continued; and expressed the opinion that the detention of refugees and asylum-seekers should be resorted to only on grounds prescribed by law, such as verification of identity, determination of refugee status or protection of national security or public order.

#### GENERAL ASSEMBLY ACTION

In November 1986, Denmark introduced in the General Assembly's Third Committee a draft resolution on international procedures for the protection of refugees<sup>(24)</sup> proposing at the same time that the consideration of the text be deferred until the 1987 Assembly session in order to allow for consultations. By the draft, the Assembly would request the Secretary-General, with UNHCR's co-operation, to draw up a report evaluating the costs involved in setting up enough United Nations refugee-processing centres to deal with the existing flow of refugees and indicating the number of refugees that each Member State, according to its population, population density and gross national product, might be able to receive. Member States were then to be invited to comment on the report.

On 4 December, the Assembly, on the recommendation of the Third Committee<sup>(25)</sup> adopted **decision 41/428**, by which it deferred until 1987 consideration of the draft resolution.

#### International instruments

As at 31 December 1986, the 1951 Convention relating to the Status of Refugees<sup>(26)</sup> had been ratified or acceded to by 98 States as a result of the 1986 accession by Equatorial Guinea and Papua New Guinea and the succession by Tuvalu. The 1967 Protocol<sup>(27)</sup> to the Convention also had 98 States parties as a result of the 1986 accession by Equatorial Guinea, Papua New Guinea and Venezuela and the succession by Tuvalu.<sup>(28)</sup> While the majority were parties to both instruments, some were parties to only one; the number of parties to one or both instruments, therefore, totalled 101.

The UNHCR Executive Committee at its October session<sup>(2)</sup> adopted the Geneva Declaration on the 1951 Convention and its 1967 Protocol, in recognition of the fact that the number of States which had acceded to those instruments had reached 101. In so doing, the Committee called on all States that had not done so to consider becoming parties to the Convention and the Protocol, and hoped that, by the fortieth anniversary of the Convention's adoption, accession by all United Nations Member States would have taken place.

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 for 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 1986, there were 34 States parties to the 1954 Convention relating to the Status of Stateless Persons<sup>(29)</sup> and 14 States parties to the 1961 Convention on the Reduction of Statelessness.<sup>(30)</sup>

#### REFERENCES

- (1)A/42/12. (2)A/41/12/Add.I. (3)A/41/380. (4)YUN 1979, p. 916. (5)YUN 1984, p. 943. (6)A/41/380/Add.I. (7)A/41/654. (8)A/41/572. (9)YUN 1985, p. 998, GA res. 40/117, 13 Dec. 1985. (10)Ibid., p. 999, GA res. 40/136, 13 Dec. 1985. (11)A/41/531. (12)A/41/515. (13)YUN 1985, p. 1000, GA res. 40/134, 13 Dec. 1985. (14)Ibid., p. 1001. (15)A/41/516. (16)YUN 1985, p. 1001, GA res. 40/133, 13 Dec. 1985. (17)Ibid., p. 1002, GA res. 40/132, 13 Dec. 1985. (18)A/41/514. (19)YUN 1985, p. 1003, GA res. 40/135, 13 Dec. 1985. (20)A/41/264. (21)YUN 1985, p. 1006, GA res. 40/138, 13 Dec. 1985. (22)A/41/553. (23)A/C.96/685. (24)A/C.3/41/L.51. (25)A/41/880 & Corr.1. (26)YUN 1951, p. 520. (27)YUN 1967, p. 769. (28)Multilateral Treaties Deposited with the Secretary-General: Status as at 31 December 1986 (ST/LEG/SER/E/5), Sales No. E.87.V.6. (29)YUN 1954, p. 416. (30)YUN 1961, p. 533.

## International co-operation to avert new refugee flows

In 1986, the Group of Governmental Experts on International Co-operation to Avert New Flows of Refugees, established by the General Assembly in 1981(1) to review the problem and develop recommendations, concluded its work and submitted its final report.<sup>(2)</sup> The Group conducted its study between April 1983 and May 1986, holding eight 2-week sessions in New York, including two sessions in 1986 (3-14 March, 21 April-2 May). The report comprised an introduction, an analysis of the Group's mandate, the circumstances causing new massive flows of refugees, appropriate means to improve international co-operation to avert such flows, and conclusions and recommendations.

The Group concluded that massive flows of refugees resulted from a number of complex and often interrelated political, economic and social problems related to, and influenced by, the overall international situation. In view of its complex nature and magnitude, as well as its potentially destabilizing effects, averting massive flows was a matter of serious concern to the international community as a whole, requiring improved co-operation at all levels, in particular in the framework of the United Nations, in observance of the principle of non-intervention in the internal affairs of sovereign States. The Group felt that measures aimed at strengthening international security and developing good-neighbourly relations would contribute to improving international co-operation in averting massive refugee flows.

The Group recommended that the Assembly call on Member States: to refrain from the threat or use of force against the territorial integrity or political independence, and from intervention in the internal affairs, of any State; to uphold the peaceful settlement of international disputes; to promote civil, political, economic, social and cultural rights; and to co-operate with one another and with the United Nations in a fuller and more timely manner for preventing new massive flows and to turn to the principal United Nations organs at the earliest possible stage of the development of such situations (paragraphs 66, 67 and 69 of the report).

The Group also recommended that the Assembly encourage the Secretary-General to make full use of his competences and, acting within the limits of financial and personnel resources available to the Secretariat, to ensure the availability of relevant information within the Secretariat for effective action (paragraphs 70 and 71 of the report). In the selection of the projects,

the Group recommended that the relevant economic assistance agencies and other bodies of the United Nations should consider, in consultation with the States directly concerned, giving greater support to those projects that could help avert new massive refugee flows resulting from the impact of social and economic factors or natural causes in a given region (paragraph 72).

**Communications.** In 1986, Iran addressed a number of letters to the Secretary-General concerning the movement of Iraqi nationals into Iran, requesting that they be circulated under the Assembly's agenda items on international co-operation to avert new flows of refugees and on UNHCR. On 14 July,<sup>(3)</sup> 30 October,<sup>(4)</sup> 19 November,<sup>(5)</sup> 1 December<sup>(6)</sup> and 10 December,<sup>(7)</sup> Iran alleged that Iraqi nationals had entered Iran at the border region of Orumiyeh, West Azarbaijan province; alleged border crossings by Iraqis at other points were reported in letters dated 23 July,<sup>(8)</sup> 20 November<sup>(9)</sup> and 4 December.<sup>(10)</sup> Other communications dealt with the situations in South-East Asia and Cyprus (see POLITICAL AND SECURITY QUESTIONS, Chapters VII and VIII).

### GENERAL ASSEMBLY ACTION

On the recommendation of the Special Political Committee, the General Assembly on 3 December adopted **resolution 41/70** without vote.

#### International co-operation to avert new flows of refugees

The General Assembly,

Recalling its resolutions 35/124 of 11 December 1980, 36/148 of 16 December 1981, 37/121 of 16 December 1982, 38/84 of 15 December 1983, 39/100 of 14 December 1984 and 40/166 of 16 December 1985 on international co-operation to avert new flows of refugees,

Having considered the report of the Group of Governmental Experts on International Co-operation to Avert New Flows of Refugees,

1. Commends the Group of Governmental Experts on International Co-operation to Avert New Flows of Refugees for the work it has accomplished by consensus, as reflected in its report;

2. Endorses the conclusions and recommendations contained in the report;

3. Calls upon Member States to respect, for the purpose of improving international co-operation to avert new massive flows of refugees, the recommendations and, in particular, to comply with those contained in paragraphs 66, 67 and 69 of the report;

4. Urges the main organs of the United Nations to make fuller use of their respective competences under the Charter of the United Nations for the prevention of new massive flows of refugees, as envisaged in paragraph 68 of the report;

5. Requests the Secretary-General to take the necessary steps to discharge the functions and responsibilities described in paragraphs 70 and 71 of the report;

6. Further requests the Secretary-General to bring the report to the attention of Member States and, in view

of paragraph 72 of the report, of all the relevant organizations, organs and programmes of the United Nations system.

**General Assembly resolution 41/70**

**3 December 1986 Meeting 95 Adopted without vote**

Approved by Special Political Committee (A/41/755) by consensus, 14 October (meeting 7); 28-nation draft (A/SPC/41/L.5), orally amended by Ethiopia; agenda item 76.

Sponsors: Australia, Austria, Bangladesh, Cameroon, Canada, Costa Rica, Czechoslovakia, Denmark, Djibouti, Germany, Federal Republic of, Honduras, Indonesia, Ireland, Italy, Japan, Malaysia, Norway, Pakistan, Philippines, Senegal, Singapore, Somalia, Sudan, Swaziland, Thailand, Togo, United Kingdom, United States. Meeting numbers. GA 41st session: SPC 5-7; plenary 95.

The oral amendment by Ethiopia to paragraph 6 replaced the words "as well as" by "and, in view of paragraph 72 of the report".

**Related resolutions:** GA 41/124, 41/148.

REFERENCES

- (1)YUN 1981, p. 1053, GA res. 36/148, 16 Dec. 1981.  
 (2)A/41/324. (3)A/41/460-S/18222. (4)A/41/782-S/18436.  
 (5)A/41/853-S/18465. (6)A/41/935-S/18493. (7)A/41/965-S/18518.  
 (8)A/41/477-S/18232. (9)A/41/862-S/18467.  
 (10)A/41/945-S/18500.