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OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

**International Conference on the Flight of Refugees, Returnees
and Displaced Persons in Southern Africa**

Report of the Secretary-General

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I. INTRODUCTION

1. In its resolution 43/116 of 8 December 1988, the General Assembly endorsed the Oslo Declaration and Plan of Action on the Plight of Refugees, Returnees and Displaced Persons in Southern Africa (A/43/717, appendix) and, inter alia:

(a) Requested the Secretary-General, the United Nations High Commissioner for Refugees and the Administrator of the United Nations Development Programme (UNDP) to implement those specific tasks and responsibilities assigned to them in the Oslo Declaration and Plan of Action;

(b) Requested the Secretary-General to undertake studies and consultations in order to consider the need for the establishment, within the United Nations system, of a mechanism or arrangement to ensure the implementation and overall co-ordination of relief programmes to internally displaced persons;

(c) Decided to consider the question at its forty-fourth session on the basis of a report to be submitted by the Secretary-General.

The present report is submitted in accordance with the above-mentioned resolution.

2. The report deals with man-made disasters that lead to large-scale movements of people within countries or across national boundaries. It does not cover persons who are driven purely by the lack of economic opportunities or who move exclusively in search of such opportunities as, for example, rural-urban migration. Nor does the report cover persons displaced by sudden natural disasters.

3. According to international legal instruments, notably, the 1951 Convention ^{1/} and the 1967 Protocol ^{2/} relating to the Status of Refugees and relevant General Assembly resolutions, the Office of the United Nations High Commissioner for Refugees (UNHCR) is charged with ensuring protection and assistance to refugees and displaced persons in a refugee-like situation. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) has a special responsibility for providing aid to Palestinians in the Middle East. The Office of the United Nations Disaster Relief Co-ordinator (UNDRO) is responsible for persons displaced by sudden natural disasters and similar emergency situations. In accordance with its mandate to strengthen the capacity of Governments in managing their overall development process, UNDP participates actively in programmes dealing with refugees, returnees and displaced persons. On 1 November 1986, the responsibilities of the Office for Emergency Operations in Africa, which included periodic needs assessments and the preparation of related international appeals for emergency and rehabilitation assistance, were transferred within the United Nations to the Department of Special Political Questions, Regional Co-operation, Decolonization and Trusteeship, which deals with complex emergency situations involving a large number of displaced persons. Other United Nations agencies are involved in providing aid to refugees and displaced persons within their respective sphere of competence.

II. IMPLEMENTATION OF THE OSLO PLAN OF ACTION

4. The Oslo Conference agreed on means and strategies for finding lasting and dignified solutions to the problems currently prevailing in southern Africa. The Declaration and Plan of Action are designed to promote activities and programmes relating to: (a) emergency preparedness; (b) needs assessment and delivery of assistance; (c) recovery and development; and (d) mobilization of resources.

A. Office of the United Nations High Commissioner for Refugees

5. In pursuing the first task, i.e., emergency preparedness, UNHCR proceeded with the establishment of early-warning systems; the formulation of appropriate contingency plans and emergency programmes on the movement of and assistance to refugees, returnees and displaced persons; and the training of officials involved in the implementation of relief assistance programmes. The efforts of UNHCR have been in three separate but closely interrelated areas.

6. First, in co-operation with the respective national authorities, other United Nations system agencies and non-governmental organizations involved in refugee matters, UNHCR has undertaken the preparation of contingency plans for refugees, in the event of a refugee influx or returnee movements. Working drafts have been prepared for many countries in the southern African region and plans have been finalized for some of them. In particular, emergency preparedness profiles have been completed for Malawi and Mozambique and will be completed in draft for Botswana, Lesotho, Swaziland and Zimbabwe by the end of 1989.

7. Secondly, UNDP co-ordinated the preparation of a contingency plan for the same countries for assistance in the event of countersanctions by South Africa. UNHCR made the necessary inputs as far as refugee and/or returnee populations were concerned. The preparation of national disaster plans, by national Governments in co-operation with the agencies of the United Nations system has begun for several of these countries and has been completed for some. Again UNHCR made inputs on considerations relating to refugee and returnee movements.

8. Third, in the area of training, a series of emergency management training programmes for the benefit of UNHCR, Governments, non-governmental organizations and other United Nations agencies, were organized by UNHCR in Lilongwe in August 1988; and Madison, Wisconsin, United States of America in November and December 1988. UNHCR is planning an emergency management training course for southern Africa in early 1990. Several multisectoral workshops were organized in connection with the preparation of national disaster plans and involved the participation of several United Nations agencies. UNHCR staff participated as resource persons in workshops organized in Malawi in October 1988, in Zimbabwe in February 1989 and in the United Republic of Tanzania in April 1989. Delegations from Lesotho, Malawi, Mozambique, Swaziland, and the United Republic of Tanzania attended the Zimbabwe workshop, which focused on all aspects of emergency preparedness and response in Zimbabwe and resulted in recommendations for a national disaster-preparedness plan for Zimbabwe. The Malawi workshop led to the development of a comprehensive outline for a national disaster plan for that country.

9. As for the second task, namely, needs assessment and delivery of assistance, UNHCR continued the search for durable solutions for refugees and returnees in close collaboration with the Governments of the southern Africa countries. In close co-operation with other United Nations agencies and non-governmental organizations concerned, UNHCR periodically re-assesses and updates its ongoing programme with a view to meeting the basic needs of refugees and to facilitate their early reintegration into the socio-economic life of the country of residence. A series of technical missions were undertaken in many countries of the southern African region in order to review or to assess UNHCR activities with a view to adapting them to the real needs of the refugees and returnees and to improving the implementation of the assistance. In that context, UNHCR participated at a senior level in an inter-agency United Nations mission to assist the Government of Mozambique in the preparation of a revised appeal for the continuation of the emergency and rehabilitation assistance to that country, including the returnees. Requirements for the Mozambican returnees for the period 1 January 1989 to 30 April 1990 are projected at \$US 7 million and the total 1989 needs of Mozambican refugees in neighbouring countries is estimated at \$US 34 million. Similar works have been carried out in Malawi, Swaziland, the United Republic of Tanzania and Zimbabwe by UNHCR and appropriate programmes designed.

10. Concerning the task of recovery and development, UNHCR, in addition to its ongoing country assistance programmes to alleviate the burden on all nine of the host Governments, took the following initiatives in some southern African countries with the aim of reducing the burden imposed on host countries or countries of origin by refugees and returnees:

(a) In Malawi, UNHCR co-operated in November 1988 with the World Bank and UNDP in assisting the Government to identify components of the public expenditure in the 1989-1990 national budgets arising from refugee-related administrative overheads, and to determine the additional financial burden on the economy and infrastructure. The results of the study will be submitted to donors for funding.

(b) In the United Republic of Tanzania, a joint UNHCR/International Council of Voluntary Agencies/Government mission took place in November 1988 to appraise the socio-economic viability of the rural refugee settlements handed over to the Government in 1985. Immediate needs which were identified have been incorporated in the 1989 UNHCR annual programme, taking into account the requirements of long-term developments. The Mpanda District Hospital, where half of the patients are refugees, was identified as a possible example of a pilot scheme in linking refugee aid to development in the United Republic of Tanzania. In contributing to the rehabilitation of this hospital, UNHCR met the salary costs of one engineer and of rehabilitating the electricity supply. UNHCR also provided the technical expertise to draw up a comprehensive rehabilitation proposal which the Tanzanian Government submitted recently to a donor. The UNDP contribution to the programme covers training and equipment.

(c) In Namibia, where UNHCR is playing a leading role in the repatriation process, an emergency rehabilitation programme is foreseen for the short, medium and long term to meet the needs of some estimated 40,000 Namibian exiles and

refugees who have so far returned. UNHCR and other interested United Nations agencies and non-governmental organizations undertook a multidisciplinary planning mission in July and August 1989, to identify and quantify appropriate projects and to ensure their inclusion and linkage to existing or planned national development projects. The rehabilitation requirements will cover accommodation, housing, health, education, community services, agriculture and income-generating activities.

11. The mobilization of resources was carried out for all the nine countries within the annual and special programme target and fund-raising activities of the Office.

B. United Nations Development Programme

12. Since the Second International Conference on Assistance to Refugees in Africa, UNDP has been designated the focal point for technical and financial assistance aimed at strengthening the social and economic infrastructure of the countries affected by the presence of refugees and returnees.

13. At the field level, through the resident co-ordinators, UNDP monitors and co-ordinates the implementation of refugee-related development projects in several affected countries, by regular consultations with government authorities, with UNHCR representatives and representatives of donor Governments. These actions are supported, at the headquarters level, through a special support service unit and through the geographical divisions.

14. As the focal point for activities undertaken following the Second International Conference, UNDP provides support to Governments in strengthening their capacity to cope with the destructive effects of displacement, by linking refugee and development activities, through programme and project formulation and resource mobilization, in concert with the other organizations of the United Nations system, notably UNHCR, the United Nations Children's Fund (UNICEF), the World Health Organization (WHO) and the World Food Programme (WFP). Resource mobilization is normally addressed through responses to appeals by the Secretary-General and by project identification and formulation on behalf of the donor community. Illustrations abound in Swaziland, with the construction of a high school in an affected area in collaboration with UNHCR, the Lutheran World Federation and the European Economic Community (EEC); and in Zambia, with support for extension and resources mobilization in aquaculture, and small-scale farming and cattle disease prevention and control, in collaboration with the Norwegian Agency for Development (NORAD), Government of the United States and AFRICARE. Resources amounting to \$US 1.4 million have been generated for the various projects in Swaziland and in Zambia.

15. With regard to internally displaced persons, UNDP plays a lead role within the development system in the identification, formulation and implementation of rehabilitation, recovery and development programmes.

16. In Angola and Mozambique, the magnitude of displacement and human suffering caused by civil strife has been a major deterrent to development and has required close monitoring of the situation by the Secretary-General. UNDP performs an additional co-ordinating role through the designation by the Secretary-General of the resident co-ordinator as the Special Co-ordinator for Emergency and Relief Operations. In this respect, the incumbents co-ordinate, plan and monitor system development inputs as they relate to internal displacement.

17. In Angola, UNDP is also directly engaged in providing institutional support to the Government emergency and rehabilitation mechanisms. The resident co-ordinator is the Chairman of the United Nations Emergency Operations Group, composed of representatives of United Nations agencies. The Group was established to monitor ongoing emergency operations and to facilitate co-ordination with Governments, donor countries and institutions, and non-governmental organizations, on emergency matters. To ensure that this function is effectively performed, an Emergency Operations Unit has been created within the UNDP office. A deputy resident representative responsible for emergency matters and a reporting officer from the United Nations Volunteers programme have been appointed.

18. A UNDP Trust Fund for Emergency Humanitarian Assistance to Angola has been established with a contribution of one million Finnish Markkaa (\$US 240,384) in support of UNDP activities in the field of rehabilitation and administration of emergency operations.

19. The country programme for Angola, focusing on improving that country's capacity to implement the economic recovery programme, was approved in June 1987. The programme recognizes the dual focus of emergency, on the one hand, and rehabilitation and development on the other. A United Nations Volunteers programme, financed from the Special Programme Reserve, provides logistic support throughout the country. On the rehabilitation side, a major undertaking is under way in the southern region, through the provision of \$US 2.2 million for the preparation of an investment programme, which will be presented to the donor community during the second quarter of 1989.

20. Other projects, such as the rehabilitation of veterinarian laboratories, seeds development and assistance to small holder peasants assist the Government of Angola in its efforts to improve food production. Similarly, UNDP was instrumental in mobilizing a macro-economic mission to Angola led by the World Bank.

21. In Mozambique, due to the emergency caused by massive internal displacement, the Resident Representative has been designated by the Secretary-General as the United Nations Special Co-ordinator for Emergency Relief Operations in Mozambique. The UNDP Emergency Unit is playing an important role in the strengthening of the management capacity of the Government and in serving as a liaison between the donor community, the United Nations system, non-governmental organizations and the Government. At the special United Nations meeting on assistance to Mozambique, held in New York on 14 April 1989, the pledges reached \$US 352 million, against a total requirement of \$US 382 million. Such annual meetings have been held regularly since 1986.

22. In Malawi, UNDP has been active in providing support to the Government refugee task force, attached to the Office of the President and the Cabinet, by providing assistance to the Emergency Food Aid Office and by assisting in the follow up of the UNDP/World Bank mission report, on the estimates of public expenditures arising from displaced persons, for a local donor meeting. In addition, a UNDP/Emergency Operations Trust Fund project in fuelwood and a project of the Second International Conference on Assistance to Refugees in Africa in health are being implemented.

23. The following instructions have been sent to the resident co-ordinators with respect to the responsibility of UNDP in matters of displaced persons so as to ensure their prompt response to the request of Governments:

(a) Initiate a dialogue with appropriate Government authorities regarding the scope, structure and modalities of UNDP action with respect to the future of displaced populations;

(b) Organize the United Nations system representation in the field into an efficient functioning co-ordination mechanism;

(c) Help create conditions that will permit mobilization of additional resources to be applied to the problem of displaced populations. Accordingly, UNDP stands ready to offer assistance in the design of sound realistic programmes and in the channelling of resources.

24. The Administrator has established a Task Force, chaired by the Director of the Regional Bureau for Africa, comprising participants from each regional bureau and the Bureau for Programme, Policy and Evaluation, including the Division for non-governmental organizations and the Regional Mobilization Unit, commissioned to prepare a policy paper proposing specific modes of co-ordination and collaboration within the United Nations development system with the donor community and non-governmental organizations on matters of population displacement. In addition, the UNDP Task Force exercises an information co-ordinating and advisory role within UNDP, with respect to other areas of major displacement such as Afghanistan, Kampuchea and countries of Central America. The Task Force work programme anticipates an evaluation of the experiences gained through UNDP involvement in Afghanistan, Angola, Kampuchea, Malawi, Mozambique, Somalia, the Sudan and countries in Central America.

25. For purposes of programme co-ordination and collaboration with the United Nations agencies, donors and non-governmental organizations, UNDP is processing a data base on activities related to displaced persons. On a country-by-country basis, the data base will provide macro-economic assessment, micro-economic framework of the region or sector, the interest of donors as well as legal, administrative and organizational status of Governments.

26. UNDP, in collaboration with UNHCR, assisted the International Council of Voluntary Agencies in conducting a study on how sustainable solutions to uprooted people could best be achieved in low-income countries, within a development context. Subsequently, from 14 to 17 June, a consultation on uprooted people and

development took place. Representatives of intergovernmental organizations, voluntary agencies and research institutions discussed the role of the uprooted people in the development process and proposed concrete steps to be taken with regard to structural changes made by the host countries, the donor community and the United Nations system; a mechanism that might be required to move from an emergency situation into a development process; the role of concerned organizations in the various programming phases; and the question of funding development projects related to uprooted people.

C. Other United Nations bodies

Food and Agriculture Organization of the United Nations

27. FAO has provided support to programmes and projects for refugees, returnees and displaced persons in Angola, Mozambique, Zaire and Zambia and, more recently, Namibia. Such persons are mostly of rural origin and, it is assumed, will begin growing food as soon as they have access to the space in which to do so. The main objective of FAO is to help the affected individuals to attain food self-sufficiency. In addition, people may have brought their farmyard animals or the remnants of a herd or flock, which they may seek to constitute or reconstitute; animal health and the supply of feed are thus important areas for FAO involvement.

28. In extending support to refugees, returnees and displaced persons - invariably in the framework of operations or projects supported by the Government or other United Nations or bilateral agencies - the services of FAO, in accordance with its mandate, may include the following: First, the evaluation of the nutritional status of the population and of the food supply situation, the latter being cast in the context of the regional and national food supply situation. Second, the evaluation of the potential of land, water and other related resources and infrastructure available to the refugees, returnees and displaced persons for agricultural purposes, bearing in mind the possible negative effects that the presence of the outsiders may have on the environment, the local communities and the frequently over-extended Government services. Third, consideration of the absorption of the refugees, returnees or displaced persons into ongoing development projects that are capable of handling an increased work-load; or referral to the nearest Government or internationally-supported technical service. Fourth, the estimation of requirements for tools, seeds and other agricultural inputs, with special attention being given to the appropriateness of the cultivation proposed and the compatibility of the material, especially seeds and fertilizers, with the land.

29. Through its Technical Co-operation Programme and the Office for Special Relief Operations, FAO provides tools, agricultural inputs, such as seeds, fertilizers, crop and stock protection materials, and equipment, such as pumps for small-scale irrigation. The provision of technical assistance by the assignment of specialists to work for varying periods with farmers, as well as with the Government and external agencies, may also be a component of emergency operations for refugees, returnees and displaced persons to assure the protection of the environment and the plant material, and the proper and maximum use of inputs provided.

United Nations Children's Fund

30. In accordance with its mandate to assess requirements and to provide assistance for the relief, rehabilitation and development of children and families, UNICEF has utilized the framework of its country programmes to respond to the needs of displaced families within southern Africa. These activities have been pursued within the wider framework of co-operation with national Governments, and of collaboration with the United Nations resident co-ordinators and other United Nations agencies. In Mozambique, assistance was provided to maintain and rehabilitate basic health facilities to accommodate displaced families. Through a Quick Action Response Capacity Fund, health and nutrition supplies and information were provided rapidly to displaced families in accessible areas. With the focus on the sustained survival of the children, the land and the family, UNICEF also provided the means for about 20,000 families to recommence food production activities.

31. In Angola and Malawi, UNICEF has supported the provision of comprehensive basic health services for refugee and displaced families. In Angola, UNICEF has worked with WFP and non-governmental organizations to strengthen child nutritional programmes, and to aid in the restoration of water supplies. In Malawi, the immunization of Mozambican refugee children continued uninterrupted with the support of UNICEF. In countries with more sporadic experiences of refugees or displaced people, such as Swaziland, Zambia and Zimbabwe, UNICEF has supported programmes for child survival co-ordinated with UNHCR and other United Nations agencies. In Namibia, UNICEF has collaborated with the United Nations Transition Assistance Group (UNTAG) and UNHCR to provide essential services and supplies to the returnees, and is collaborating with the United Nations system to implement an overall set of measures to promote the transition of families from dependency to self-sufficiency in food supplies.

United Nations Centre for Human Settlements (HABITAT)

32. In response to a number of resolutions adopted by the Commission on Human Settlements and to requests by Governments, HABITAT has assisted in the reconstruction and resettlement of displaced persons in Uganda (1987) and Zimbabwe (1980s) and has participated in a mission in Afghanistan (1989). UNCHS has also co-operated with WFP in needs assessment and evaluation missions in a number of African countries (e.g. the Sudan and Egypt) and in Latin America, in relation to programmes for internally displaced persons.

D. Replies received from Member States of the United Nations

Australia

33. In the 12 months ending 30 June 1989, the Australian Government provided refugee and relief assistance totalling \$A 8.1 million to Malawi and Mozambique, two of the countries covered by the 1988 Oslo Declaration and Plan of Action, in recognition of the increased burdens placed on these countries by large numbers of refugees and displaced persons. In addition, the Government has more recently

provided \$A 170,000 through the World Food Programme for supplementary food items for Angolan and Mozambican refugees in Zambia.

34. The current three-year aid programme to the nine members of the Southern African Development Co-ordination Conference (SADCC) is worth \$A 100 million and runs until June 1990. An additional programme of development assistance, with a total of \$A 110 million to benefit the front-line States, as well as Namibia for a further three-year period, was announced on 2 July 1989. This extended commitment emphasizes Australia's determination to assist those countries against destabilization and apartheid. The aid programme reflects the recipients' priorities: food security, transport and communication, education and mining.

Austria

35. As a State sharing the same humanitarian values in giving first asylum to refugees mainly coming from Eastern Europe, Austria has first-hand experience in the financial and other burdens that are a consequence of such a refugee policy. Austria therefore feels solidarity with southern African States that are hosting refugees, returnees and displaced persons.

36. In 1988/89 Austria has donated 1,000 tons of wheat or wheat equivalent for refugee programmes of UNHCR in Malawi.

Barbados

37. Barbados has pledged a contribution to the UNHCR programme to assist in the repatriation of Namibian refugees. Consideration is being given to the recommendations in the Oslo Declaration and Plan of Action with a view to determining the optimum way of providing increased assistance.

France

38. The Government of France has always supported the efforts of the United Nations Secretary-General aiming at helping the southern African States in their attempts to provide those facilities and services which are needed for the subsistence and well-being of refugees, returnees and displaced persons in those countries.

39. Within this spirit, France will contribute around F 10 million for the repatriation of Namibian refugees under the auspices of UNHCR. A contribution of F 5 million has already been made to UNHCR. A second contribution will be made very shortly.

40. Furthermore, France has contributed emergency food aid to Mozambique, consisting of 7,000 tons of cereals, valued at F 7,420 million. This assistance is intended for the displaced persons in that country.

41. With regard to Malawi, food aid valued at F 2.0 million was contributed in 1988 to assist that country in coping with the influx of refugees from Mozambique. The same contribution will be renewed in 1989.

42. In the spirit of the Oslo Declaration and Plan of Action, France expresses the hope that, with the peace process that has started in the region, medium-term and long-term measures can be put into effect for the return, reinstallation and reintegration of the population concerned in their respective countries of origin.

Israel

43. In 1988, Israel assisted in the training of approximately 300 candidates from southern African countries, irrespective of the existence or non-existence of diplomatic relations with Israel, as well as candidates from black and coloured communities of South Africa.

44. The main areas of assistance included agricultural training, agriculture, community work, co-operation and public health.

45. Israel has continued to provide assistance to southern African countries this year as well, and will gladly continue to do so in the future.

Mexico

46. The Government of Mexico wishes to reiterate its support of United Nations efforts to organize and promote the implementation of special assistance programmes for refugees, returnees and displaced persons in southern Africa.

47. Mexico fully supports the implementation of the measures recommended in the Oslo Declaration and Plan of Action adopted by the International Conference on the Plight of Refugees, Returnees and Displaced Persons in Southern Africa. However, owing to the economic situation in the country, Mexico is not in a position right now to provide financial assistance, as it would have desired, for the implementation of the assistance programmes for African refugees.

Netherlands

48. Since the International Conference on the Plight of Refugees, Returnees and Displaced Persons in Southern Africa took place at Oslo in August 1988, the Netherlands has made available the amount of 10,535,170 Netherlands guilders (f.) for emergency aid to refugees and displaced persons in southern Africa. This aid consists of medical and food supplies, as well as of assistance to refugees. Of the total amount, the sum of f. 1,050,000 has been allocated for repatriation, under the auspices of UNHCR, of Namibian refugees.

49. Furthermore, as in previous years, the Netherlands has made available for the United Nations Fund for Southern Africa the amount of f. 1,000,000 for the year 1989.

Norway

50. The Government of Norway believes that, despite an active engagement by the international community to relieve the plight of refugees, returnees and displaced persons in southern Africa, their situation is still difficult. The primary cause for this tragedy has been and still is South Africa's apartheid policy and its

destabilization activities against the neighbouring States. Since the International Conference on the Plight of Refugees, Returnees and Displaced Persons in Southern Africa took place at Oslo in 1988, there has been a historic breakthrough in the negotiations on Namibia. We are witnessing the return of thousands of refugees and the establishment of a new and independent State.

51. The return and resettlement process for refugees in Namibia is a major task which has to be solved in a very limited period of time. Norway has for many years assisted Namibian refugees, first of all through the South West Africa People's Organization (SWAPO), but also through non-governmental organizations. A total of NKr 28.9 million (approximately \$US 4.0 million) was appropriated to SWAPO in 1989.

52. Training and educational activities have been priority items in Norway's assistance programmes. Funds have also been granted for the purchase of food, clothing, medicine and transport for Namibian refugees in Angola and Zambia. Scholarships to Namibian students now studying abroad will be continued until their education is terminated. Possible assistance to Namibian students after Namibia has become independent will have to be considered within the total framework of a national assistance programme to Namibia.

53. During spring and summer of 1989, Norway contributed NKr 26.5 million (approximately \$US 3.5 million) to the repatriation process of Namibian refugees through UNHCR, the Namibian Council of Churches and the Red Cross.

54. While parts of the refugee problem in southern Africa are in the process of being solved as a consequence of the Namibian independence process, there are still thousands of refugees and displaced persons in the region as a result of the continuing apartheid system in South Africa. Norway has for many years been active in the struggle against apartheid, and an important part of its policy has been to support the opposition and to help South African refugees. In 1989, NKr 43.2 million (approximately \$US 6.2 million) was granted to the African National Congress (ANC) and the Pan-Africanist Congress of Azania (PAC). A great share of the assistance to ANC goes to the construction and operation of refugee camps. The rest is used for the purchasing of food, clothing, medicine and transport. Funds are appropriated through non-governmental organizations for scholarships to South African students.

55. In 1989, a total of NKr 187 million (approximately \$US 26 million) has been appropriated for humanitarian aid to apartheid victims, including grants to the liberation movements.

56. Funds for humanitarian aid for refugees are, however, also included in Norway's bilateral assistance programmes to countries in southern Africa. Figures for these allocations cannot be specified. However, it may be noted that in 1989 the total Norwegian transfer of funds to SADC countries will approach NKr 1.5 billion (approximately \$US 208 million).

57. Norway will continue to give high priority to the assistance for refugees, returnees and displaced persons in southern Africa. However, the problem of ensuring food security, as well as economic and social development for the many

refugees and displaced persons in southern Africa on a long-term basis requires additional concerted efforts by the international community. Norway would be ready to participate actively in the identification and implementation of appropriate measures in that respect. Its main goal has been and must remain, however, the dismantling of the apartheid system in South Africa, which is the cause of this human tragedy.

Portugal

58. The Government of Portugal has taken the following action for assistance to the countries of southern Africa to enable them to strengthen their capacity to provide the necessary facilities and services for the care and well-being of the refugees, returnees and displaced persons in those countries:

(a) Contribution of \$US 48,136 for a programme to be executed by UNHCR, in favour of Mozambican children refugees in Malawi, Swaziland and Zimbabwe;

(b) Offering of diversified reading material for Mozambican refugees in Lusaka.

Saudi Arabia

59. The Government of Saudi Arabia has provided assistance to organizations and bodies dealing with the struggle against apartheid, in the following manner:

1. In 1989, \$US 40,000 was contributed to the United Nations Trust Fund for Assistance to Southern Africa on the International Day for the Elimination of Racial Discrimination in the following manner:
 - (a) United Nations Trust Fund for South Africa \$10 000
 - (b) United Nations Educational and Training Programme for Southern Africa \$10 000
 - (c) United Nations Fund for Namibia, General Account \$10 000
 - (d) United Nations Trust Fund for Publicity against Apartheid \$10 000
2. Fund for the Struggle for the Liberation of Namibia \$1 000 000
3. Front for the Liberation of Namibia to aid in maintaining schools and hospitals \$500 000
4. United Nations Educational and Training Programme for Southern Africa \$146 700

5. On the International Day for the Struggle against Apartheid in 1982, \$100,000 in contributions to the Funds and Programmes concerned with supporting the peoples of Namibia and South Africa were made in the following manner:

(a) United Nations Trust Fund for South Africa	\$16 666
(b) United Nations Training and Educational Programme for Southern Africa	\$16 666
(c) United Nations Fund for Namibia, General Account	\$16 666
(d) United Nations Trust Fund for the Nationhood Programme for Namibia	\$16 666
(e) United Nations Trust Fund for Publicity against <u>Apartheid</u>	\$16 666
(f) Trust Fund for the United Nations Institute for Namibia	\$16 666

6. On the International Day for the Elimination of Racial Discrimination in 1987, \$60,000 was contributed to six United Nations Trust Funds, with \$10,000 going to each Fund.

Sri Lanka

60. In 1981, Sri Lanka contributed \$US 5,000 to the Non-Aligned Solidarity Fund for Namibia and, in 1987, contributed \$US 5,000 to equip the SWAPO Mission in New Delhi.

61. Sri Lanka also provided training for Namibian students under the auspices of the Commonwealth Fund for Technical Co-operation during 1984-1986. Twenty female Namibian students followed an English language training course at the English Language College at Peradeniya and ten male students from Namibia followed an auto-mechanical course at the Ceylon German Technical Training Institute in 1984.

62. Again in 1988, 32 Namibian students were trained at the Ceylon German Technical Training Institute and 3 students from Namibia were trained at the Technical College at Colombo in 1988.

Sweden

63. One half of Sweden's bilateral development assistance currently goes to sub-Saharan Africa. This is a clear reflection of the priority attached by the Swedish Government to that region.

64. For the fiscal year 1988/89, an amount of around SKr 520 million have been allocated for refugees, returnees and displaced persons in southern Africa, out of which:

- (a) Around SKr 200 million was emergency assistance to Mozambique;
- (b) Around SKr 70 million was emergency assistance to Angola;
- (c) Around SKr 50 million went to UNTAG, UNHCR, UNICEF and to non-governmental organizations for the repatriation and rehabilitation of Namibian refugees;
- (d) Around SKr 200 million went to ANC and SWAPO, non-governmental organizations, e.g. churches and scholarship programmes, and the United Nations funds for southern Africa.

United Kingdom of Great Britain and Northern Ireland

65. The United Kingdom is continuing to assist refugees, returnees and displaced persons in southern Africa, and has committed £4.6 million since last August for Mozambicans in Malawi, £3 million for refugees and displaced persons in Mozambique, as well as £500,000 for Mozambicans in Swaziland, the United Republic of Tanzania, Zambia and Zimbabwe.
66. In 1988, the United Kingdom's global assistance to refugees, returnees and displaced persons amounted to over £50 million. About £31 million was provided for refugees and displaced persons in Africa. So far this year, the United Kingdom has committed over £6.2 million specifically for countries in southern Africa.
67. Among the United Kingdom's specific commitments for refugee relief since the International Conference on the Plight of Refugees, Returnees and Displaced Persons in Southern Africa have been: £38,000 in both 1988 and 1989 for Zimbabwe; £8,000 for the United Republic of Tanzania, plus £28,000 via the International Conference on Assistance to Refugees in Africa; £500,000 via UNHCR for Mozambique, plus £1 million via ICRC; £1.25 million via UNHCR for Malawi in 1988/89, plus £3 million for 1989/90 (also via UNHCR) and £152,000 for British voluntary agencies; and £40,000 in 1988/89 for British voluntary agencies in Swaziland.
68. The United Kingdom remains among the largest contributors to UNHCR programmes, including those in southern Africa.
69. Britain recognizes that the Second Conference on Assistance to Refugees in Africa is an important link between refugee relief and development and has doubled its assistance from £5 million over five years to £2 million a year. Among those countries in southern Africa which have benefited are Botswana, the United Republic of Tanzania and Zimbabwe.
70. Although Namibia is not among those countries under consideration in this exercise, it is perhaps also worth noting the United Kingdom's contributions to the relief of refugees in that country of £500,000 to UNHCR (1988/89) and £650,000 (1988/89) in food aid to the World Food Programme. The donations were both in response to appeals from those organizations.

**III. MECHANISM FOR THE CO-ORDINATION OF RELIEF PROGRAMMES
FOR INTERNALLY DISPLACED PERSONS**

71. In paragraph 21 of the Oslo Declaration and Plan of Action on the Plight of Refugees, Returnees and Displaced Persons in Southern Africa it is noted that "in view of the absence of a United Nations operational body specifically charged to deal with the problems of and assistance to internally displaced persons, the Secretary-General of the United Nations is requested to undertake studies and consultations in order to ensure the timely implementation and overall co-ordination of relief programmes for these people". Subsequently, in paragraph 6 of its resolution 43/116, the General Assembly requested "the Secretary-General to undertake studies and consultations in order to consider the need for the establishment, within the United Nations system, of a mechanism or arrangement to ensure the implementation and overall co-ordination of relief programmes to internally displaced persons".

A. Scope of the problem

72. For the purposes of the present report, internally displaced persons are considered to be persons who have been forced to abandon their homes or their normal economic activities, while remaining inside their countries of origin, because their lives, security or freedom have been threatened by generalized violence, armed conflicts, internal upheavals, or similar events seriously disturbing the public order.

73. Since internally displaced persons remain within their own territory and therefore fall under the jurisdiction of their own Governments, they are, first and foremost, the responsibility of national Governments. While internally displaced persons are not the subject of international conventions similar to those in force with respect to refugees, all international instruments on human rights are applicable to them. Given the causes of internal displacement, most often related to civil strife, Governments are generally unable to provide the necessary protection and assistance. Thus, the international community, and in particular the United Nations system, is called upon to assist national Governments, at their request, in responding to situations of internally displaced persons.

74. Given the nature of their situation - they are often in hiding in their own countries and frequently inaccessible - it is difficult to be precise about the number of displaced persons. It is estimated, however, that currently, there may be as many as 15 million internally displaced persons in the world. 3/ Although the Oslo Declaration and Plan of Action focuses on the situation in southern Africa, the problem is global in scope and should be addressed as such.

75. As always, prevention is better than cure. Early warning indicators - economic, agricultural or political - may help to predict displacement. Efforts should be directed to pre-emptive action to avoid displacement including, as may be appropriate, action in the political field to address root causes.

76. The immediate needs of internally displaced persons, similar to that of refugees, relate to basic survival - shelter, food, and basic health care. However, as early as possible, efforts should focus on long-term solutions, which might be the return to place of origin, or integration as productive members in the host community.

77. In many countries affected by population displacement, the planned development efforts are severely hampered, already scarce resources strained, and the environment placed at risk. In most cases, persons are displaced from situations of extreme poverty to other environments in the country which are similarly depressed thus imposing additional burdens on already inadequate infrastructures. An effective response to situations of internal displacement must take into consideration the needs of the host community as well as the overall development needs of the country. An important aspect of the response is to strengthen the capacity of the Government to deal effectively with the problem.

B. Mechanisms of the United Nations

78. No formal mechanism exists within the United Nations system to deal specifically with the problem of internally displaced persons. However, in a number of situations, UNHCR has been given a specific mandate by the General Assembly or the Secretary-General to assist internally displaced persons normally in connection with parallel assistance to returnees. Such operations have taken place in the Sudan (1972), Cyprus (1974), Viet Nam (1975-1980), Nicaragua (1979), Uganda (1979) and Zimbabwe (1980). Further, UNDRO has been entrusted with overall responsibility of assistance to internally displaced persons in Lebanon and UNICEF has assumed a prominent role in Kampuchea and in the Sudan. For its part, UNDP has the responsibility to ensure that the problems of internally displaced persons are reflected in national development plans. UNICEF has a special concern, since a large portion of the displaced persons are women and children. In all these and similar operations, the relevant entities of the United Nations system contribute in accordance with their respective competencies. For example, WFP is heavily involved in providing food aid in favour of the internally displaced.

79. With regard to internally displaced persons in Africa, more structured working arrangements have been established. At the field level, the UNDP resident representative/United Nations resident co-ordinator (who in some cases has also been designated Special Co-ordinator for Emergency Relief Operations) serves as focal point, working in close co-operation with the field representatives of other entities of the system. At the headquarters level, the Unit for Special Emergency Programmes in the Department for Special Political Questions, Regional Co-operation, Decolonization and Trusteeship is responsible for co-ordination and resource mobilization. To facilitate inter-agency co-ordination, the Inter-Agency African Emergency Task Force, composed of the Department for Special Political Questions, Regional Co-operation, Decolonization and Trusteeship, the Office of the Director-General for Development and International Economic Co-operation, FAO, WHO, UNDP, UNICEF, UNHCR, WFP and UNDRO (the International Committee of the Red Cross participates on an ad hoc basis), and initially established to assist the Office for Emergency Operations in Africa, has been retained. Finally, in accordance with

General Assembly decision 42/433 adopted on 11 December 1987, the Office of the Director-General for Development and International Economic Co-operation is called on to ensure effective response by the United Nations system in the field of disaster and other emergency situations.

C. Conclusions

80. Having reviewed the nature of the problem and the current working arrangements with respect to Africa, the Secretary-General does not believe it necessary or appropriate to establish a new mechanism or arrangement to ensure the implementation or overall co-ordination of relief programmes to internally displaced persons. Rather, the requirement is to strengthen existing arrangements so as to enhance accessibility and effectiveness. The following comments in this regard are applicable not only to the situation in southern Africa but also to those other areas which are experiencing problems relating to internally displaced persons.

81. It is recalled that Governments retain the primary role in the initiation, organization and implementation of assistance programmes within their national boundaries. The entities of the United Nations system can respond to situations of internal displacement only at the request of Governments.

82. Given the political sensitivities often involved, and in order to ensure the inter-agency co-ordinated support for field operations, the Secretary-General will designate one of his senior colleagues to co-ordinate assistance to a given country or group of countries. In the case of Africa, this responsibility has been assigned to the Under-Secretary-General for Special Political Questions, Regional Co-operation, Decolonization and Trusteeship, who organizes inter-agency needs assessment missions to the countries concerned, prepares the appeals of the Secretary-General, assists in mobilizing resources and follows up on the implementation of emergency assistance programmes. The Director-General for Development and International Economic Co-operation retains responsibility for ensuring that the Secretary-General is kept informed of developments on a world-wide basis.

83. Close and effective co-operation among the relevant entities of the United Nations system is essential throughout the implementation of programmes for the benefit of displaced persons. Arrangements at the field level, which serve to strengthen the basic concept of the country team, are outlined below. At Headquarters, in the case of Africa, the Inter-agency African Emergency Task Force advises the Under-Secretary-General for Special Political Questions, Regional Co-operation, Decolonization and Trusteeship in the fulfilment of that responsibility. The Task Force serves to monitor and assess the situation, assists in organizing inter-agency missions when necessary and facilitates co-ordination in the implementation of programmes. This Task Force arrangement could be extended to other areas should the need arise.

84. The primary focus of action is at the field level, where the UNDP resident representative/United Nations resident co-ordinator should play the key role whenever an emergency situation involving displaced persons evolves, including "early warning". There should be a regular process of consultations with all relevant field representatives of the United Nations system, when appropriate, within the context of a local United Nations emergency operations group. In addition, there should be a process of continuous consultation with the donor community, both intergovernmental and non-governmental, in co-operation with the host Government. Specific instructions have been prepared for UNDP resident representatives/United Nations resident co-ordinators, alerting them to their responsibility to ensure prompt action - with the concurrence of the host Government - in responding to the problem of displaced persons (see para. 23 above). It is essential that the necessary staff and other resources be made available to the resident representatives/resident co-ordinators to enable them to carry out their responsibilities.

85. Given the linkage and continuum of activities between the relief, rehabilitation and development phases, it is important to ensure that programmes for internally displaced persons take account of existing development programmes. Even during the emergency phase, programmes should, to the extent possible, rely on the expertise of established entities in the formulation and execution of related projects. As the process moves from immediate emergency response to the reintegration of displaced persons into the economy, it will increasingly involve traditional development activities, which are the responsibility of UNDP and other entities of the United Nations system in their respective fields of competence.

86. A critical aspect of an effective response to the problem of internally displaced persons will be the mobilization of the necessary supplementary resources. In most cases, the resources within the United Nations system for the designing and implementation of programmes, especially at the local level, are limited and usually heavily taxed by existing programmes. At the same time, consideration should be given to flexible mechanisms that might allow a speedy reallocation of existing resources to meet those needs. While the various entities of the system are encouraged to launch appeals to secure funds for their respective activities, they should do so within the context of an overall assessment of the situation that has the endorsement of the Secretary-General. Experience has indicated a relatively high degree of responsiveness by the international community to the immediate emergency requirements. However, if the problem of internally displaced persons is to be dealt with effectively, it is important that adequate funding be provided for the recovery, rehabilitation and development phases as well. Funding for these phases should be sought through the inclusion in the appeals of the Secretary-General for individual countries of well-designed specific projects.

87. The Secretary-General considers that the arrangements described above are satisfactory and should continue.

Notes

1/ United Nations, Treaty Series, vol. 189, No. 2545, p. 137.

2/ Ibid., vol. 606, No. 8791, p. 267.

3/ At the time of the Oslo Conference (August 1988), there were 5 million displaced persons in Southern Africa; the recent conference on the situation of refugees, returnees and displaced persons in Central America (Guatemala, May 1989), referred to 872,000 displaced persons in the region; hundreds of thousands are displaced in the Horn of Africa as well as in Lebanon; estimates for the number of internally displaced persons in Afghanistan range as high as 2 million.
