PREM 19/3203

Visit to London in December 1980 of Mr. Poul Hartling, UN High Commissioner for Refugees & his successors

The Question of a successor to Hartling.

UNITED NATIONS

September 1980.

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
~~2-9-80~~							
~~9-12-80~~							
~~23-3-81~~							
~~16-3-85~~							
~~30-10-85~~							
~~6-12-85~~							
~~11-12-85~~							
~~18-9-86~~							
~~16-5-89~~							
6-7-90							

PREM 19/3203

CLOSED

10 DOWNING STREET

LONDON SW1A 2AA

PRIME MINISTER'S PERSONAL MESSAGE

SERIAL No. 7152/90

THE PRIME MINISTER

SUBJECT cc Marie OPS

6 July 1990

Dear Prime Minister,

Thank you for your letter of 15 May about the Executive Committee of the Office of the United Nations High Commissioner for Refugees (UNHCR) which met in Geneva on 28 to 30 May.

It was good news that this special session of the Executive Committee was able to adopt unanimously the report of the Working Group, as well as the budget proposals and work programme for 1990 submitted by the new High Commissioner, Mr. Stoltenberg. Britain played a full part in this Working Group and I am sure that all the members of the Executive Committee are pleased with the outcome.

My colleague, Lynda Chalker, the Minister for Overseas Development, was in Geneva recently and had a good discussion with Mr. Stoltenberg. She was impressed with his proposals for reorganising UNHCR and for making it more operationally effective. We certainly recognise the financial difficulties which have faced UNHCR. Mrs. Chalker was able to announce new British contributions totalling £5 million which we hope will help the organisation during this difficult period. These new announcements bring our total pledged assistance so far this year to almost £18.5 million. We are considering what further assistance we can provide.

I can reassure you that Britain will continue to be a strong supporter of UNHCR and particularly of Mr. Stoltenberg in his efforts to improve the effectiveness of this important humanitarian organisation.

Yours sincerely

Margaret Thatcher

His Excellency Mr. Ingvar Carlsson

Foreign and Commonwealth Office

London SW1A 2AH

4 July 1990

Dear Charles,

attached

Swedish Prime Minister's Letter about UNHCR

The Swedish Prime Minister wrote to the Prime Minister in May about the United Nations High Commissioner for Refugees (UNHCR). In his letter, which appears to be a round-robin, Mr Carlsson asked donor Governments to look for long-term solutions to the refugee problem and urged them to provide more funding for UNHCR. The issue of funding was considered at the special session of the Executive Committee of UNHCR which met in Geneva on 28-30 May. Mrs Chalker was also able to discuss UNHCR's activities in some detail when she met Mr Stoltenberg in Geneva recently.

As a member of the Working Group set up last October to examine UNHCR's financial crisis we helped prepare a report on the effective use of UNHCR's resources. This report was adopted by consensus at the Executive Committee meeting. The committee also agreed UNHCR's budget proposals and work programme for 1990 which means that UNHCR can now effectively tackle priority refugee problems.

We are traditionally a strong supporter of UNHCR both financially and politically. We are usually in the top five donors. In 1988 our contribution was £22 million while in 1989 it was nearly £19.5 million. We have found UNHCR a useful ally in dealing with regional refugee problems. In particular, they have cooperated in Hong Kong with the repatriation of the Vietnamese boat people.

At the Geneva meeting all donor countries, with the exception of the US and ourselves, announced new financial support in response to the Swedish Prime Minister's appeal. We said that we expected to contribute in 1990 at least the average of the last two years i.e. about £20 million. The ODA, who fund UNHCR through the Aid Framework, are sympathetic to UNHCR's appeals but are constrained by the limits of their budget. The aid line for long term humanitarian assistance is set at £27.5 million, of which £21.7 million has already been spent or committed.

/I enclose

I enclose a draft reply to Mr Carlsson's letter. I am sorry for the delay but we wanted to be able to reflect the results of the meetings described in the first paragraph.

Yours ever,

(S L Gass)
Private Secretary

C D Powell Esq
10 Downing Street

DRAFT LETTER FROM THE PRIME MINISTER

TO H E Mr Ingvar Carlsson
Prime Minister of Sweden

Thank you for your letter of 15 May about the Executive Committee of the Office of the United Nations High Commissioner for Refugees (UNHCR) which met in Geneva on 28 to 30 May.

~~I was very pleased to learn~~ It was good news that this special session of the Executive Committee was able to adopt unanimously the report of the Working Group, ~~and~~ as well as the budget proposals and work programme for 1990 submitted by the new High Commissioner, Mr Stoltenberg. Britain ~~was able to~~ play~~s its~~ a full part in this Working Group and I am sure that all the members of the Executive Committee are pleased with the outcome.

My colleague, Lynda Chalker, the Minister for Overseas Development, was in Geneva recently and ~~was able to have~~ had a useful discussion with Mr Stoltenberg. She was impressed with his proposals for reorganising UNHCR and for making it more operationally effective. We certainly recognise the financial difficulties which have faced UNHCR. Mrs Chalker was able to announce new British contributions totalling £5 million which we hope will help the organisation during this difficult period. These new announcements bring our total pledged assistance so far this year to almost £18·5 million. We are considering what further assistance we can provide.

I can reassure you that Britain will continue to be a strong supporter of UNHCR and particularly of Mr Stoltenberg in his efforts to improve the effectiveness of this important humanitarian organisation.

Ch

NATIONS UNIES
LE HAUT COMMISSAIRE
POUR LES RÉFUGIÉS

UNITED NATIONS
THE HIGH COMMISSIONER
FOR REFUGEES

Case postale 2500
CH-1211 Genève 2 Dépôt
Suisse

22 May 1989

Dear Prime Minister,

I feel greatly honoured to have been given the opportunity to meet you and review the present situation of refugees in the world, and particularly in South-East Asia.

The Rt. Hon. Mrs. Margaret Thatcher, MP
Prime Minister, First Lord of the Treasury and
Minister for the Civil Service
10 Downing Street
London SW1A 2AL

I am most grateful for the concern and understanding you have always shown for those who, in various parts of the globe, have fled political oppression and misery.

We must, of course, continue to deplore the conditions which have led so many to seek refugee in other countries. However, if permanent resettlement is offered only to a minority, then the international community must surely mobilize its resources to create and direct an environment to which the many other thousands may return voluntarily and in dignity.

Your thoughtful words therefore encourage me to hope that the United Kingdom will guide the forthcoming International Conference on Indo-Chinese Asylum-Seekers so that humanitarian and lasting solutions may be agreed upon and speedily implemented.

Allow me again to express my deep gratitude for your continuing interest in and support of the work of UNHCR.

Please accept, Prime Minister, the assurances of my highest consideration.

Jean-Pierre Hocké

E.R.

NOTE OF A MEETING HELD ON 16 MAY 1989

UN HIGH COMMISSIONER FOR REFUGEES: COURTESY CALL

Present: Home Secretary
Mr Renton
Mr Hyde
Mr Morris
Mr Sanderson
Mr Sankey (UK permanent rep in Geneva)
Mrs Butler (COI)
Mr Walters

Mr Hocke, UNHCR
Mrs Anne-Marie Demmer
Mr Antonio Fortin

The Home Secretary expressed his thanks for all the help the UK had received from the UNHCR, noting the large number of refugee problems in different parts of the world calling for the attention of Mr Hocke and his staff. In return Mr Hocke offered his appreciation for the help he had received from HMG, with regard especially to the Vietnamese refugees.

2. Mr Hocke described the background to and preparation being made for the International Conference on Indo-Chinese Refugees in Geneva in one. The agreement struck with Vietnam for the voluntary repatriation of refugees had been an important step forward; a small number of refugees had now returned under this scheme, and this must be followed up. However, refugees were still leaving Vietnam in considerable numbers for Hong Kong and elsewhere. If more refugees were to be persuaded to accept voluntary repatriation there was an important linkage with the conditions offered to them in refugee camps. Refugees who became institutionalised and/or degraded also became incapable of taking difficult decisions. The outward flow from Vietnam was related both to Chinese policies and to the situation in Kampuchea. UNHCR was working hard in this context to deal with the backlog of long-stayers as well as the pressure of new cases. It was necessary to proceed with a due combination of speed and patience and to demonstrate that adequate progress was being made in policy initiatives in order to ensure that the problem could continue to be dealt with in an orderly fashion: a human catastrophe was however an alternative possibility, depending on the decisions taken internationally.

3. Mr Hocke continued that the attitude of the Vietnamese Government was ambivalent. The Vietnamese economy drew considerable benefit from the remittances of refugees settled overseas. The Vietnamese were however responsive to pressure to co-operate with measures agreed internationally and had gone along with the voluntary repatriation programme. Further progress would no doubt be linked in Vietnamese eyes with issues

/such as

E.R.

such as overseas aid. Another approach favoured by UNHCR was the giving of low level aid at village level in order to improve living conditions and discourage migration: Mr Hocke hoped that the UK would be able to support the policy.

4. The Home Secretary thanked Mr Hocke for giving him a clear picture of the activity of UNHCR in relation to the Vietnamese problem. There were difficult decisions to take, and the responsibilities borne by UNHCR were fully recognised by HMG. The Vietnamese refugees had not proved easy to settle in the United Kingdom. The response to the problem had to be in an internationally agreed package.

5. The Home Secretary concluded the meeting with a brief account of the action underway in the Ad Hoc Group of EC Immigration Ministers. He explained that these measures had been misrepresented by the media. The procedural agreement was a good deal more modest than the overall "harmonisation" of asylum policies being discussed in the press. The EC discussions recognised the practical necessity of reaching a procedural agreement.

Private Office
17 May 1989

C J WALTERS
Principal Private Secretary

cc. Ms Harrison
Mr Hyde
Mr Langdon
Mr Morris
Mrs Fair
Mr Sanderson
Mr Godfrey
Mr Mower
~~PS/No 10~~
PS/FCO

Meeting record
Subject
cc MASTER

FILE KKIAPN
bc PC

10 DOWNING STREET

LONDON SW1A 2AA

From the Private Secretary

16 May 1989

PRIME MINISTER'S MEETING WITH THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

The Prime Minister had a brief discussion this morning with the United Nations High Commissioner for Refugees.

Vietnamese Boat People

The Prime Minister said that the situation with Vietnamese Boat People in Hong Kong simply could not continue. She gave Mr. Hocke the latest figures. The International Conference in June must agree effective measures to tackle the crisis. There should also be the wisest possible condemnation of Vietnam's behaviour. She did not exclude measures to prevent the landing of Vietnamese Boat People in Hong Kong.

Mr. Hocke traced the evolution of the problem since 1979. He agreed that the international community must be very firm with the Vietnamese at the forthcoming Conference and make clear that we were no longer prepared to pay the consequences of Vietnam's economic inefficiency. There was also a need for action with China to stop Vietnamese refugees crossing the border into China before travelling on by boat. He hoped the Conference would adopt a package of measures which would oblige Vietnam to provide conditions under which people could return in safety and decency, together with the provision of financial assistance. There would also need to be facilities for UNHCR to monitor the arrangements.

The Prime Minister enquired whether it was not possible to set up an additional camp for Vietnamese Boat People in the Philippines. Mr. Hocke said there had been agreement in 1979 to establish a process centre there but the Philippines did not regard this obligation as any longer valid. He really saw no alternative but to work for acceptance at the Conference of the Kuala Lumpur package.

Malawi

The Prime Minister referred to the excellent work of the UNHCR at the refugee camp that she visited on the Malawi/Mozambique border. Mr. Hocke thanked the Prime Minister for Britain's support for their work.

KL

There was also a brief discussion on Afghanistan and Namibia

Mr. Hocke concluded by referring to UNHCR's financial problems. After just five months, their financial resources for the year were exhausted. This was not the result of extravagence, simply of operating the budget agreed with Member governments. He recalled that UNHCR depended on voluntary contributions. The Prime Minister made no commitment.

I am copying this letter to Jonathan Taylor (HM Treasury) and to Myles Wickstead (ODA).

(C. D. POWELL)

R. N. Peirce, Esq.,
Foreign and Commonwealth Office.

cc

Foreign and Commonwealth Office

London SW1A 2AH

16 May 1989

Dear Charles

Call by Mr Jean-Pierre Hocke, UN High Commissioner for Refugees, 16 May 1989

I wrote to you on 12 May about the Prime Minister's meeting with Mr Hocke today. The Prime Minister might appreciate an update of the latest statistics about Vietnamese boat people arriving in Hong Kong.

As at 15 May, 8,200 boat people have arrived in Hong Kong this year. Over 3,850 have arrived in May alone - a daily average of 256. There have been 1,900 arrivals in the past week.

The accomodation situation is now critical and the crisis is imposing a serious financial and psychological burden on the territory.

The Prime Minister may wish to draw on these statistics in emphasising our very deep concern about this situation, and the great importance we attach to the International Conference agreeing effective measures to tackle the crisis.

Yours ever

Bob Peirce

(R N Peirce)
Private Secretary

C D Powell Esq
10 Downing Street

~~MASTER~~ subject files, Mark

PRIME MINISTER

Date May 15, 1990

Dnr

PRIME MINISTER'S PERSONAL MESSAGE SERIAL No. T102/04/90

cc: UNHC Refugees Sept '90

The Right Honourable
Margaret Thatcher, F.R.S., M.P.
Prime Minister of the
United Kingdom
LONDON

Dear Colleague,

The situation of refugees, particularly in the third world, is a humanitarian issue that concerns the world community as a whole. An opportunity to address this urgent problem is before us when the Executive Committee of the United Nations High Commissioner for Refugees meets in Geneva 28-30 May in an extraordinary session.

It is in this perspective, dear Colleague, that I have decided to write to you and a number of other colleagues in order to draw your attention to this opportunity for decisive action on a matter of common concern.

The refugee assistance programmes of UNHCR are facing considerable finanical difficulties. In order to bridge the gap between the increasing requirements and the availability of funds, a temporary working group under the Executive Committee of the UNHCR has elaborated a number of proposals.

In my view, consensus between governments is a prerequisite for the long-term effectiveness of UNHCR. It is the opinion of my Government that the report of the working group provides a basis for such a consensus on recommendations that would significantly improve the delivery of assistance to refugees.

8

These recommendations are directed to many parties and have the full support of the Swedish Government:

- Donor countries have to make additional efforts to ensure a wide base of income for UNHCR programmes.

DB 697896

Prime Minister's Office
S-103 33 STOCKHOLM
Sweden

Telephone
08-763 10 00
(46 8) 763 10 00

Telex
17820 premier S

- Asylum countries can further enhance conditions for assistance programmes.

- UNHCR needs to improve its administration and operations in order to play the catalytic role it is intended to have.

- All parties have to seek new ways to solve the root causes that have led to ever larger flows of refugees.

There is thus a role and responsibility for all Governments in finding a balanced solution to these problems. If consensus is attained, there is a new and better base to address one of the major humanitarian issues of todays' world: the plight of refugees.

Dear Colleague,

A concerted action by all our countries is required to bring about an improvement. The Swedish Government is prepared to make a substantial additional financial contribution in the context of such a joint effort. Your personal attention and the contribution your country could make towards a successful outcome of this matter will be highly appreciated.

Please accept, dear Colleague, the assurances of my highest consideration.

Yours sincerely,

Ingvar Carlsson

1. T/A

Please copy by today's bag to:
K Cardy Esq DRU, ODA
T. Colley Esq UND, FCO

This is the report which will be presented to next week's EXCOM.

A/AC /96/766

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

21/5

2. Back to Mr Campbell.

DRAFT REPORT OF THE TEMPORARY WORKING GROUP TO
THE EXTRAORDINARY SESSION OF THE EXECUTIVE COMMITTEE
OF THE HIGH COMMISSIONER'S PROGRAMME (MAY 1990)

21 May 1990

I. INTRODUCTION

Mandate

1. The fortieth session of the Executive Committee of the High Commissioner's Programme was held in Geneva from 5 to 13 October 1989 at a time when the Office of the High Commissioner faced a severe funding shortfall. Although the world's refugee population had grown steadily in previous years UNHCR had received sufficient cash contributions to cover the costs of implementing its General Programmes. However, during 1989 it had become obvious that the level of anticipated income for that programme year would be insufficient to cover the General Programmes requirement of $428.8 million approved by the thirty-eighth session of the Executive Committee (paragraph 30 (e) Document A/AC.96/721). After considering the stringent measures taken by the High Commissioner to reduce the implementation of programmes but recognizing the need for him to have sufficient flexibility to respond rapidly to unforeseen refugee emergencies, the Executive Committee agreed on a range of measures designed to bridge the gap remaining between expected income and anticipated levels of expenditure which were well below the level of previously approved targets. A full account of these will be found in the Report of the fortieth session of the Executive Committee for the Programme of the United Nations High Commissioner for Refugees (Document A/AC.96/737). Paragraph 30 (i) of this report represents an attempt by the Executive Committee to prevent a reoccurence of this funding problem. It reads as follows:

> (the Executive Committee) "decides to establish immediately a Temporary Working Group composed of Representatives of the Executive Committee Member States and UNHCR to review thoroughly the content of UNHCR's General Programmes and other assistance activities with a view to examining the issues relevant to the effective use of funds and administration of programmes and projects. In this connection, particular attention will be given by the Working Group to administrative and budgetary reforms and the division of responsibilities between UNHCR and other institutions and agencies. The Working Group will report to informal meetings of the Executive Committee in January and April and again to the extraordinary session of the Executive Committee" (28-30 May 1990).

Organization of Work

2. The Temporary Working Group held its first session on 2 November 1989 under the chairmanship of His Excellency Ambassador Dr. Fredo Dannenbring of the Federal Republic of Germany (Chairman of the fortieth session of the Executive Committee). During this meeting it was decided to establish four Task Forces comprising interested representatives of states, inter-governmental organizations and UNHCR at the expert level to examine various aspects of UNHCR's activities. The Task Forces were given the following mandates:

2.1 Task Force I: Budgetary Process and funding Mechanisms
To review UNHCR's budgetary process and funding mechanisms with particular attention to their transparency, structure and balance. Possibilities for further fund raising particularly from non-traditional donors and the private sector were to be considered. Meetings were co-chaired by representatives of the Federal Republic of Germany and Zaïre.

2.2 Task Force II: Administration
To review support costs and other administrative expenditure with particular reference to staffing levels at UNHCR headquarters, regional offices and at the project level. To consider capital investment, for example cost benefit evaluation, problems of acquisition, and the best and effective use of available funds. Representatives of Canada and the Republic of Ghana co-chaired the meetings.

2.3 Task Force III: Programmes
To review the scope of assistance measures provided under UNHCR's General Programmes including priority setting by UNHCR in case of inadequate resources while taking into account regional particularities. To propose criteria to be applied in order to find a balance between needs and available funds. Representatives of the Republic of Sudan and Sweden were nominated as co-chairmen.

2.4 Task Force IV: Cooperation with other organizations
To review UNHCR's relationships with implementing partners (governments, UN-bodies, i.e. UNDP, UNESCO, and non-governmental organizations (NGOs)), in order to examine the scope for the further division of responsibilities in the provision of refugee assistance. This Task Force was jointly chaired by representatives of the Islamic Republic of Iran and France. Among the meetings of the Task Force were sessions with representatives of some 17 NGOs (11 January 1990) and with representatives of the International Bank for Reconstruction and Development (World Bank), International Labour Office (ILO), International Organization for Migration (IOM), United Nations Development Programme (UNDP), United Nations Education, Scientific and Cultural Organization (UNESCO), World Food Programme (WFP), World Health Organization (WHO) on 18 January 1990 and the United Nations Children's Fund (UNICEF) on 26 February 1990.

3. As foreseen, the co-chairmen of the four Task Forces made oral presentations on the progress of their work to meetings of the Temporary Working Group attended by Permanent Representatives on 30 November and 18 December 1989. A summary of the deliberations of the Temporary Working Group and its Task Forces up to 19 January 1990 was contained in the Interim Report of the Temporary Working Group dated 22 January 1990 which was presented to the Executive Committee meeting in informal session on 26 January 1990. On that occasion it was decided that Task Forces had achieved their objectives and that their work should be concluded. Thereafter matters remaining for discussion and/or conclusion were considered by the Temporary Working Group meeting at Permanent Representative or expert level as appropriate.

II. SUMMARY OF ISSUES CONSIDERED

Programmes

4. The discussions on programmes were dominated by the fact that 1990 income projections could not meet the initially proposed and noted 1990 General Programmes budget of $414.4 million. Furthermore, the $38 million shortfall from 1989 had to be covered from 1990 income and absorbed by 31 December 1990. The following areas were covered in detail: the process of identification and formulation of needs; project approval procedures; implementation arrangements; monitoring, follow-up, evaluations and audits; General (Annual) Programmes and their relation with Special Programmes. Time was also devoted to the issue of programming constraints and possibilities, and to the question of programme components of the UNHCR Annual Programmes in relation to basic needs (General Programmes = Annual Programme + Emergency Fund).

5. Each of the regions where UNHCR was operating, was then reviewed paying particular attention to the same issues mentioned above and covered in the initial briefing stage. This was followed by a detailed study of particular country programmes so as to draw lessons, recommendations and options that may have a general or regional validity.

6. As a result of its examinations, the Temporary Working Group was able to confirm that the beneficiaries of, as well as, the types of assistance and sectorial activities undertaken by UNHCR, currently fell within the responsibilities assigned to UNHCR by the international community. The range of measures to be covered by UNHCR or other agencies depends on the needs of a given group of refugees, which are established through an on-going process of needs assessment.

7. It was noted, however, that given the nature of its competence, UNHCR has been requested to undertake an ever-increasing number of tasks, without any assurance that funding or staff resources will be made available or provided in a timely manner to carry them out.

8. In the face of financial difficulties, UNHCR had had to review its programmes repeatedly and even more stringently. Successive reductions in an initially projected programme budget were not conducive to an efficient programme delivery. These successive reductions had presented UNHCR, refugees, host and donor countries with a number of problems. Hence it was felt that a number of short and long term measures needed to be addressed and endorsed to avoid this in future.

9. It was noted that in most cases, but especially in Africa, refugee caseloads were increasing, but the resources available to the UNHCR for protection, care and maintenance, community services and durable solutions were limited. As a consequence, increasingly needs could not be met. Ways and means of widening the resource base needed to be considered.

10. Failure to meet the needs of the refugees within the normal budget cycle would not only compound the human tragedy, but would also lead to dislocation of programmes already underway and to long-term detrimental effects. The budgetary limits set for the first six months of 1990 were already having adverse effects on planned programmes.

11. Although the needs for care and maintenance of refugees seemed to be on the increase, the prevailing international and regional political environment in several situations was also favourable to durable solutions, particularly voluntary repatriation and local integration. The Temporary Working Group wished to underline that continuing resource shortages for UNHCR could jeopardize these opportunities.

12. It was agreed that rationalizations of operational structures and implementation modalities, as well as the streamlining of administration and staff levels, were necessary steps required to improve and attain a more cost effective programme delivery particularly under budgetary constraints. The Temporary Working Group recalled that evaluation was a valuable tool for improving field operations and noted that the rationalisation measures proposed in this report require an active use of evaluations.

13. The very presence of refugees in host countries all over the world, especially taking into consideration the very large number of refugees in several cases, involved significant, even critical, economic socio-cultural, as well as political, burdens on these societies. In light of prevailing budgetary constraints, countries of first asylum, particularly in the developing world, which were already facing grave difficulties in coping with the existing burdens, were bound to face more hardships.

14. Although the discussion primarily concentrated on the UNHCR General Programme activities, it was noted that the increasing number of tasks and operations undertaken by UNHCR has resulted in an increasing share of its global operations being included under Special Programmes. Food aid also contributed to UNHCR accounted for a quarter of the total value of Special Programmes. As a result, Special Programmes accounted for approximately 40 per cent of UNHCR's total operations.

15. While not questioning the content of Special Programmes as such, the Temporary Working Group found that this trend had some detrimental effects on General Programmes resources. For example:

    - underfinancing of overall UNHCR support costs by Special Programmes;

    - as Special Programmes increased, they drew dis-proportionately on the authorized staff resources available for the ongoing General Programmes;

    - the increasing financial resources devoted to Special Programmes often came from the same allocation of the donor countries as that used for General Programmes.

16. It was recalled that the WFP provided basic food for most refugee programmes while the in-country transportation costs, in most instances, were budgetted by UNHCR. In some instances, donor or host countries have provided funds (50 to 100 per cent) to WFP for the cost of internal transportation, storage and handling (ITSH) to the final destination. In these cases, UNHCR was encouraged to seek reimbursement from WFP. Transportation represented 16 per cent of the General Programme budget, most of it is related to food transport.

17. It was felt that there should be a renewed emphasis on the search for durable solutions in terms of UNHCR policy and programming priorities. Once conditions for achieving durable solutions became favourable, it was necessary to make specific arrangements within UNHCR to ensure that durable solutions were addressed early and pursued effectively. Within the limits of its competence, UNHCR should explore, with countries of origin, at the earliest possible opportunity, measures that could help promote a durable solution. In this respect, the early establishment of tri-partite repatriation commissions where appropriate should be encouraged.

18. The Temporary Working Group recognized that a short as well as long term resolution of the difficulties facing UNHCR, required concerted action from the various parties involved; countries of origin, host countries, donors, UNHCR and its Executive Committee and the refugees themselves. It was emphasized that UN and other agencies must be involved in a closer partnership with UNHCR.

Administration

19. The subjects examined were support costs (particularly with a view to improving transparency in presentation), travel costs, procurement procedures, staffing structure and levels, headquarters staffing and organization, core/temporary staff, use of consultants, contract employment, administrative expenditure under project budgets, public information activities and the opening and closing of UNHCR offices.

20. The subject of procurement was dealt with thoroughly and the general reaction was that UNHCR's procurement procedures appeared to be fair and effective. Wide appreciation was expressed for the manner in which this sensitive task was being carried out. There did not appear to be room for major improvements in this area of activity.

21. It was noted that personnel costs represent a significant and growing proportion of UNHCR's overall support costs. Project Personnel Expenditure (PPE) costs from 1986 to 1989 had risen by 126 per cent while Programme Support and Administration (PSA) had risen only by 20 per cent in the same period. Furthermore, the deadline set by the agreement reached between the High Commissioner and the Executive Committee in October 1987 to return to the 1 January 1986 staffing level by 31 March 1990 had had to be extended to 31 December 1990.

22. It was recognized that the UNHCR headquarters organizational structure would be determined by the High Commissioner. For this reason no recommendation was made as to whether a structure along geographic or functional lines would be more effective. However, it was considered of relevance to the objective of the Temporary Working Group to make a number of points which had a bearing on effective management and use of resources.

23. It was recognized that UNHCR was required to respond rapidly to new refugee situations as they occur around the world. In order to carry out operations, UNHCR believed it was necessary to establish new offices, and particularly sub-offices, on an urgent basis. Between June of 1986 and December 1989, UNHCR opened 53 offices, of which 16 were new country-level offices. However, over this same period of time, only 15 offices were closed. Over the past ten years, only two full UNHCR missions have been closed, one of which was reopened subsequently and consideration may be given to reopening the other in 1990 should a repatriation programme start. Discussion in the Temporary Working Group focused particularly on the possible benefits of close communications links and geographic proximity of offices in Europe.

24. It was recalled that the General Programmes and Regular Budget Travel Expenditures of UNHCR doubled over the three year period between 1985 and 1988. Special Programmes travel almost tripled over the same period. The following tables show the rapid progression in travel costs over the past few years (actual expenditure in US dollars):

GENERAL PROGRAMMES		SPECIAL PROGRAMMES	TOTAL
84	3.5 million	0.33 million	3.8 million
85	2.6 million	0.50 million	3.2 million
86	3.0 million	0.65 million	3.7 million
87	4.3 million	0.62 million	5.0 million
88	5.2 million	1.4 million	6.7 million
89	4.7 million	2.1 million	6.8 million

The Temporary Working Group noted that controls had been put in place in August of 1989. These new, interim, procedures required justification of all travel and authorization by the Deputy High Commissioner. An embargo had been placed on all pre-assignment missions.

25. The Temporary Working Group heard a comprehensive presentation on the activities of the Public Information Service at headquarters, whose aim is to create international awareness and understanding of the plight of refugees, their protection problems, and to promote the aims and activities of UNHCR. It was noted that UNHCR's public information budget for 1990 activities was $3.54 million, including $1.6 million on the various language versions of Refugees Magazine and an increase of almost 300 per cent (from $48,000 to $120,000) for public relations activities. It was considered by some delegations that some of these funds might be more effectively spent in direct programme delivery in the current financial crisis. The need to evaluate fully the impact and cost-effectiveness of these activities was recognized, as was the need to define more precisely their relationship to Fund Raising activities.

Budgetary Process and Funding Mechanisms

26. Having followed closely the development of UNHCR's current financial situation and available information on future funding, the Temporary Working Group confirmed the need to observe austerity measures through 1990.

27. It confirmed that UNHCR, in preparing the programme budgets, should base itself on a realistic assessment of the needs for refugees, with priority being given to the most vulnerable groups. Members expressed differing views as to the degree to which availability of resources should be taken into account in the formulation of the programme budgets (needs-driven versus income-driven). There was unanimity, however, that UNHCR should, assess and demonstrate the total cost of meeting all refugees' needs, as necessary to discharge its responsibilities under its mandate. With regard to the costing of individual programme elements, the point was made that the validity of cost estimates prepared by UNHCR and its operational partners is the responsibility of UNHCR.

28. As far as the implementation of General Programmes was concerned, there were suggestions that UNHCR should incur obligations only by following an agreed order of priorities. In the present circumstances the need to establish priorities within General Programmes was recognized. Representatives of UNHCR emphasized the priority of General Programmes as a whole and those of Special Programmes directly related to mandated activities.

29. The need for more consultation between Executive Committee Member States, observers and UNHCR on the preparation and presentation of annual budgets was identified. Consideration was given to the possibility of charging the Sub-Committee on Administrative and Financial Matters with the job of examining programmes and budgets well before these are presented at the ordinary annual session of the Executive Committee for approval.

30. There were several views expressed with regard to UNHCR's current annual programme cycle and questions raised as to what extent multi-year budgeting would better address certain operational requirements and funding possibilities.

31. In light of the detrimental impact of budget constraints on the well-being of refugees resulting from insufficient programme funding as detailed in General Assembly resolution 44/137, the Temporary Working Group expressed concern over the increasing difficulties facing asylum countries.

32. Given the continued shortfall in funds in relation to requirements, it was agreed that UNHCR needed to broaden its donor base. However, fundraising activities aimed at non-traditional sources were expected to produce income only in the longer run. It was noted that private sector fund-raising would require professional expertise and initial investment without immediate return. The responsibility for indicating the resources required for this purpose remained with UNHCR.

33. Recognizing the difficulties posed by differing fiscal years, the Temporary Working Group still wished to emphasize the fact that funding possibilities and programme delivery for the coming programme year would be facilitated by the early declaration by donors of the total support to be made available.

Cooperation with other Organizations

34. The Temporary Working Group, in its deliberations, was aware of the increasing protection and care and maintenance tasks confronting UNHCR, and of the importance of the implementation of durable solutions and of the need to alleviate the social and economic burden bearing on first asylum countries, and reiterated the absolute need of reaching a new and more equitable share of responsibilities between UNHCR and relevant organizations, especially those of the United Nations system, for the implementation of integrated programmes benefitting refugees and refugee affected areas in first asylum countries.

35. The deliberations on this subject were primarily action-oriented with the dominant concern being that the needs of refugees be met; in this context, discussion focused on the "how" of meeting these needs and the possible contribution of other agencies, within the field of their competences, and the contributions of implementing partners, in addressing these needs in cooperative endeavours with UNHCR. It was felt that the envisaged cooperation would only be forthcoming through a sustained process, especially one that had the support of all parties, especially of Member States on the Governing Bodies of concerned agencies. Among the difficulties that would have to be overcome so as to promote the envisaged cooperation, are the following: their unwillingness to consider refugees eligible beneficiaries; the lack of funds for refugee-related activities; the absence of operational structures that would permit rapid response time; and, differences in methodologies (e.g. the long planning cycle for developmental activities compared to activities that require a more short-term response). Recent examples of the envisaged co-operation were: Namibia, Afghanistan and International Conference on Central American Refugees (CIREFCA).

36. The deliberations of the Temporary Working Group recognized that while UNHCR has the obligation to ensure that refugees receive protection and assistance, while seeking a solution to their problems, this did not mean that UNHCR alone is necessarily responsible for the actual delivery and funding of all elements of that assistance.

37. To assist States to discharge their responsibilities vis-à-vis refugees, governments, agencies of the United Nations system and other international organizations have been invited in the General Assembly Resolution 44/137 and Executive Committee Decisions to develop policies and initiatives that address the needs of refugees, as well as the needs of people in the areas hosting refugees. This invitation in no way relieved UNHCR of the primary responsibility for seeking to ensure (as distinct from delivering)

adequate programmes for refugees; rather, it puts a responsibility on the international community, especially on UNHCR, to guarantee that these needs are addressed in a more prompt, cost-effective, technically enhanced and coordinated manner. The different levels of responsibility of UNHCR towards refugees must be taken into account, be they protection or assistance tasks, as stated in the mandate, or projects under the competence of development agencies for which it plays a catalytic role.

38. A recurring theme in the discussions was that in the interest of refugees/returnees and governments receiving them, the desired greater cooperation between UNHCR and other agencies, whatever the form envisaged, must be of a defined and agreed nature, and hence predictable, and be characterized by a high level of operational capability (that recognized the potential of NGOs) and which was especially field oriented.

III. RECOMMENDATIONS FOR DECISIONS AND CONCLUSIONS

A. Programmes

39. The Temporary Working Group,

1. General

(a) Emphasized that the assessed needs of refugees should be met by the whole international community on the basis of humanitarian and fair burden sharing, and that every effort should be made to mobilize sufficient funds;

(b) Recommended that the present types of assistance and sectorial divisions, i.e. the range of measures to be covered by UNHCR or other agencies, be endorsed. It being understood that this is without prejudice to the fact that this range will depend on the circumstances and the needs of a particular group, and whether UNHCR or other implementing agencies have to finance them. Nevertheless, UNHCR should review these activities and make changes where these would lead to improved and more cost-effective programme delivery, with particular emphasis on implications in terms of staffing and funding;

(c) Recalling that UNHCR has the mandate from the international community of providing protection, assistance and seeking durable solutions for refugees, recommended that in allocating resources UNHCR should give priority to the genuine needs of refugees. Furthermore, under the current financial constraints, UNHCR should ensure that the main elements of the refugee programmes, above all the overriding priority of providing dignified life-saving and life-sustaining activities are met while it seeks the implementation of durable solutions. It was also recommended that in presenting needs, these priorities be evident in its budgets and distributions of projected income.

2. Countries of Origin

(d) Urged UNHCR, within the limits of its competence, to:

- explore with countries of origin at the earliest possible opportunity, measures that could help promote a durable solution;

- encourage in this respect, the early establishment of tripartite repatriation commissions, where appropriate;

(e) Invited UNHCR to bring to the attention of the international community that encouragement and assistance should be given to countries of origin, through multilateral and bilateral means, to prepare and implement programmes, especially those of a developmental nature, that could address problems/causes contributing to an outflow of asylum seekers, as well as programmes that might encourage voluntary repatriation and reintegration. To this purpose, consideration should be given to the deliberations of the forthcoming Working Group to Examine Protection and Solutions in a coherent and Comprehensive Manner (Durable Solutions) which is to be established according to the decision (Document A/AC.96/737 paragraph 23 (c)) of the 40th EXCOM;

(f) Called for international and regional initiatives on the part of all concerned states, as well as organizations, to increase their efforts to seek solutions to the root causes of refugee movements, particularly in regions with large flows of refugees. Such initiatives or organizations need to play an active role in the search for political solutions that can stem outflows and facilitate voluntary repatriation;

3. Countries of Asylum

(g) While expressing concern over the increasing difficulties encountered by asylum countries, recommended that these countries should not be made to bear additional burdens as a result of the measures envisaged in this report.

(h) Recalling the financial difficulties facing UNHCR, encouraged UN Agencies, international and non-governmental organizations to participate in refugee assistance programmes and in programmes benefitting the refugees and refugee affected areas, with the aim of sharing the burden of host countries. Recalling further the financial difficulties faced by host countries, encouraged UNHCR to promote that host countries, with the assistance of multilateral and bilateral co-operation agencies, prepare national plans for refugees and refugee affected areas and promote that such projects obtain assurances in funding. Such plans should have quick and effective implementation mechanisms and should also strive at facilitating, wherever possible, the interaction of refugees with activities of the local economy, who should be extended legal and social rights, in accordance with local law and the 1951 Convention relating to the Status of Refugees;

(i) Requested countries of asylum to:

- make arrangements to ensure that UNHCR is granted the most favourable official exchange rate and for other facilities to be extended where this is not already the case;
- contribute in savings through rationalization of operational structures as well as by streamlining administration;
- contribute by searching, in co-operation with UNHCR, for more cost effective implementation modalities.

For example, in the local procurement of commodities, including food, it is essential to identify the modalities which ensure the provision of supplies at the lowest available prices;

(j) Called on UNHCR to examine the impact of repeated major downward programme revisions in terms of the effects on the following:

- refugees;
- countries of asylum;
- long and short term losses;
- programme implementation;
- implementing partners;

and requested that these findings and assessments be made available to to the May 1990 extraordinary session of the Executive Committee;

(k) Underlined that refugees should be encouraged to take initiatives to attain self-reliance and, therefore, called on UNHCR to make every effort to assist them to do so, including enhancing their involvement in activities of the local economy where possible, in co-ordination with host countries while seeking to avoid the displacement of national labour;

4. Developed Countries

(l) Unless already provided for, called upon developed countries hosting asylum-seekers and refugees, or resettling the latter, to use national resources and social services, to the maximum extent possible, in order to free UNHCR funds for use elsewhere;

5. Statistics

(m) Requested UNHCR, with the assistance of host governments, to supply, on a regular basis, accurate statistics on all categories of persons under UNHCR's actual care and protection as well as on any spontaneously settled caseload. Statistical information on the latter category would be of particular value in the preparation of programmes benefitting refugee-affected areas;

6. Programme Presentation

(n) Recommended that UNHCR and the Executive Committee examine whether the distinction between General and Special Programmes remains valid;

7. Costs of Transporting Food

(o) Expressed the wish that the High Commissioner should perservere in his negotiations with the WFP, to ensure that UNHCR be reimbursed up to 50 per cent of internal transport, storage and handling costs already incurred in the provision of food to refugees situated in Least Developed Countries as provided for in Guidelines on Management of Food Aid;

(p) Called on the High Commissioner to enter into negotiations with WFP to seek the most cost-effective solutions to food needs, including local purchases as appropriate and, as a matter of urgency, to define more clearly the roles of the respective organizations in the provision of food for refugees as covered in this report and to report on the progress of these negotiations to the Executive Committee;

(q) Requested Member States of the Executive Committee to ensure that WFP makes early reimbursement to UNHCR from funds already provided to WFP for internal transportation and handling (ITSH) by donors and to urge WFP to issue an urgent appeal to donors so that it may reimburse UNHCR for food transportation costs incurred and for which WFP has not received ITSH;

(r) Urged states and other donors to request WFP to appeal for funds to cover the ITSH costs that cannot be met by countries hosting refugees when appealing for in kind food contributions, to make every effort to assure that relatively wealthy states which are unable to contribute food provide cash for ITSH, and to explore the possibilities of establishing a mechanism to pre-finance the ITSH of food for refugee operations;

(s) Recommended that governments of refugee hosting countries and donors be sensitized to consider sympathetically, and to pursue, the above recommendations on food aid and transportation costs, and to seek to make available, where possible, counterpart contributions and to pursue measures that lower transportation costs. ~~(such as exchange rates, duty-free fuel etc.);~~

(t) Called on UNHCR to ensure that the volume and estimated value of food commodities, and whether these will be provided through WFP, UNHCR or others, be clearly indicated by country programme in the documents presented to the Executive Committee together with its transportation, storage and handling (ITSH) costs;

8. Evaluation/Audits

(u) Stressed the need for UNHCR to take evaluation and audit findings and recommendations into full account at all stages of the programme planning, delivery and review cycles. They should clearly identify what action is expected and by whom: UNHCR's internal procedures should ensure adequate follow-up to such findings and recommendations and their timely implementation as appropriate;

(v) Recommended that the UNHCR evaluation function be strengthened and its independence assured within UNHCR's organizational structure so that this function can then serve more effectively as a catalyst for operational/organizational change and rationalisation. Furthermore, requests that summaries of evaluation reports be made available to the Executive Committee;

(w) Called on the High Commissioner to consult with the UN Internal Audit Division and the Board of Auditors with the view of increasing the audit coverage of UNHCR activities, including management audits;

9. Implementing Agency Personnel

(x) Invited UNHCR to bring to the attention of the Executive Committee at its next ordinary session and all subsequent sessions details of any current arrangements with agencies which provide UNHCR Field Offices with agency contracted personnel supervised by UNHCR staff;

10. Consultancies

(y) Called on UNHCR to inform the Executive Committee at its next ordinary session of any ongoing consultancies retained both at headquarters and in the field, providing details as to their nature, duration, cost and source of funding;

11. Special Programmes and Support Costs

(z) . Noted with concern the imbalance of the attribution of support costs between the General and Special Programmes in proportion to their share of global operations. Endorsed a system of applying a variable rate of overhead charge to Special Programmes at the discretion of UNHCR, and if necessary in consultation with the donors, so as to ensure funding of indirect programme, budget and staffing implications on the Office;

12. Programme Planning

(aa) After taking into account all possible durable solutions, requested UNHCR to examine the need and benefits of longer-term forward planning, programming and financial projections in order to:

- consider developing a four to five year corporate plan/strategy document that would provide senior management with a longer-term institutional focus and objectives to which to work, as well as provide the Executive Committee with a yardstick by which it can measure the overall goals and achievements of UNHCR over a period of time;

- examine the possibilities of a similar perspective for regional programmes;

- examine the need for country programmes or certain sectors thereof, to be developed on a time frame of up to three years in instances where three year plans are made for projects such as local settlement. This time frame should apply to programming, planning, financial projections and project implementation. Where appropriate, implementing partners should be encouraged to plan and develop two to three year programmes;

- provide for the involvement of refugees, to the extent possible, so that their views are taken into consideration.

B. Budgetary and Funding Matters

40. The Temporary Working Group,

1. 1990 Obligation Level

(a) Recalling that the level of UNHCR obligations for the second half of 1990 needs to be set by the Executive Committee during its extraordinary session to be held from 28 to 30 May, strongly

recommends that this should be determined following a thorough assessment of all refugee needs as well as on the basis of budgets which take into account savings in terms of economies, greater efficiency, as well as the rationalisation of services and the setting of priorities. Whilst considerating rationalization and austerity measures, the EXCOM should appeal to the international community to mobilize additional funds for 1990;

2. Budget Presentation/Approval

(b) Having noted with concern the past practice whereby the Executive Committee has approved Annual Programmes budget without guaranteeing the availability of resources to cover them, suggested that UNHCR studies ways and means whereby future budget presentations could be accompanied by resource projections;

3. Multi-Year Budgetting

(c) Requested the High Commissioner to examine the extent to which multi-year budgetting would better address certain operational requirements and funding possibilities with the aim of providing all concerned with the benefit of longer-term forward planning of, inter alia, refugee programme requirements;

4. Presentation of Appeal Budgets

(d) Requested UNHCR, when submitting appeals to donors, to clearly indicate whether the funds are attributed to the General or Special Programmes. Furthermore, arrangements to cover staffing requirements should be explained in the context of prevailing staffing guidelines set by the Executive Committee;

5. Interest and Exchange Gains/Losses

(e) Urged UNHCR to examine and report on the practice of the automatic accrual of interest and exchange rate gains/losses to the General Programmes as part of secondary income as well as the implications of the practice of budgetting in local currency as compared to the previous practice of budgetting in U.S. dollars;

6. Transfers Between Funds

(f) Confirmed that UNHCR may effect temporary financial transfers between Special and General Programmes with the consent of donors and on the understanding that the donor would, if necessary, accept a definitive transfer;

7. Contingency Fund

(g) Requested UNHCR to examine and report to the Executive Committee on the need for a Contingency Fund for the purpose of enabling the High Commissioner to initiate implementation of vital programmes/projects for refugees pending the receipt of contributions and to explain its relationship to the existing Emergency Fund;

8. Funding Mechanism

(h) Recalling that obligation plans are to be based on the level of income likely to become available, UNHCR and the Executive Committee should examine options that will provide an assured and adequate income base commensurate with the actual needs of the refugees;

(i) In order to improve programme and financial management by UNHCR, asked UNHCR to examine with donors the possibilities of introducing procedures which would ensure an earlier system of payment of voluntary contributions;

(j) Requested UNHCR to examine and report further on funding options which may possibly contribute to the Office's carrying out its work with less uncertainty about its financial support;

(k) The Sub-Committee on Administrative and Financial Matters should, as necessary, work closely with UNHCR on matters within its perview and should prepare recommendations for consideration by the forty-first Session of the Executive Committee in October 1990, on funding options and unresolved budgetary issues;

9. Regular Budget Financing of UNHCR's Administrative Costs

(l) Having considered the Informal Note on UN Regular Budget Financing of Administrative Costs of the Office of UNHCR, requested the High Commissioner to pursue negotiations with the Secretary-General with a view to increasing the funding from this source based on the functions carried out by staff members;

10. Funding Information

(m) Called on UNHCR to produce a monthly financial summary including current and anticipated income and expenditure as well as the cash situation;

11. Fundraising - Non-Traditional Sector

(n) Urged UNHCR to pursue fundraising efforts with new donors and non-traditional sources enlisting, where appropriate, professional private sector services and invited donors to provide all possible support to allow UNHCR to engage in this area;

C. Decisions on Administrative Matters

41. The Temporary Working Group,

1. Procurement/Gifts in Kind

(a) Recognized that improvements in the coordination and synchronisation of purchasing would result in reduced costs and more effective use of available resources. While this may not be possible in responding to new or emergency situations, for regular ongoing operations coordinated procurement should be the norm (to the extent that funds are available) not the exception. UNHCR should review procurement planning procedures with a view to the establishment of a system and centralized authority with the objective of taking maximum advantage of synchronised procurement, and imposing tight controls over individual purchasing requests which result from inadequate planning rather than new or emergency developments;

(b) Urged UNHCR to continue to broaden the base for tendering in order to maximize competition, improve quality and reduce costs;

(c) Requested that opportunities for increased local procurement to be examined where this would be cost-effective;

(d) Decided that UNHCR should encourage governments which make in-kind contributions of vehicles and other equipment to provide sufficient spare parts as well and to cover the costs of transporting goods to the sites of operations;

2. Staffing

(e) Reaffirmed the requirement for the High Commissioner to abide by the thirty-eight session of the Executive Committee decision to return to the staffing level of 1781 posts in effect on January 1986, plus the addition of 293 posts for guards and cleaners that the Executive Committee authorized as of June 1988, for a total of 2074 posts, at the earliest possible opportunity. The flexibility provision of the decisions of the thirty-eight session of the Executive Committee foreseen for emergency situations should be applied more restrictively, and consideration should be given to addressing emergency staffing requirements with a defined capability drawn from existing resources. The use of contingency posts and consultants to offset reductions in non-contingency posts should be discouraged;

(f) Noted that staff costs ($90 million in the initial 1990 budget) represented a high proportion (some 70 per cent) of overall support costs and, therefore, urged that it may prove necessary to advance the timing of the discontinuations so far foreseen, in order to bring 1990 expenditure into line with the limits set by the fortieth session of the Executive Committee;

(g) Expressed the strong hope that procedures for determining staffing levels in a systematic and objective manner would be continued and improved whenever possible;

(h) Noted that the proposed UNHCR study of secretarial support at headquarters had not been implemented and strongly recommended that this should be carried out as soon as the headquarters organization was decided upon, with a view to determining the ratio of secretarial support, whether this ratio was consistent with that existing in governments and other UN organizations, and how it might be reduced if it is not;

(i) Asked UNHCR to look into the potential advantages of employing support personnel such as guards and cleaners, secretaries and counselling staff, on a contract basis, when new support staff are taken on in the future;

(j) Encouraged UNHCR to apply consistently a rotation policy as per previous Executive Committee recommendations;

(k) Called on UNHCR to ensure that the issues of Core and Temporary staff definitions, rotation policy and related subjects will be dealt with conclusively by the forty-first session of the Executive Committee;

(l) Underlined that greater effort should be made to discontinue headquarters positions. The existing 25/75 per cent ratio of headquarters to field positions should be further shifted in favour of the field. This would put more UNHCR personnel in the field to carry out operational activities, and reduce overall personnel costs due to the high cost of maintaining personnel in Geneva. In particular, reendorsed Executive Committee conclusions that more senior positions should be deployed to the field from headquarters. In pursuit of this objective, UNHCR was called upon to re-examine conditions of service in the field, particularly as compared to the standards of other UN agencies which are heavily engaged in field operations, such as UNICEF;

(m) Suggested UNHCR should explore the possibilities of enhanced use of Junior Professional Officers (JPOs) and UN Volunteers (UNVs) to reduce resource requirements, whenever appropriate. UNHCR should also take maximum advantage of the available and less costly local talent;

3. Headquarters Structure

(n) Underlined that in any consideration given to revision of UNHCR headquarters structure, the number of senior managers reporting directly to the High Commissioner should be examined, with the objective of bringing it more into line with the standard structure prevailing in most organizations;

(o) Strongly recommended that consideration should be given to the establishment of a Comptroller position in the UNHCR, in order to reinforce, and place greater emphasis on, the need for tighter financial controls within UNHCR;

(p) Noting the need to eliminate duplication and unnecessary overlap, suggested that UNHCR move to abolish various ad hoc units which have been created;

4. Technical Support Services

(q) Recommended that UNHCR examine the most effective way of offering technical support to projects. This would include an examination of the benefits of posting Technical Support Services staff to the regions instead of having them travel extensively from headquarters. It would also include an examination of the cost benefits of employing outside consultants to offer technical support and advice. UNHCR could also engage, where possible, sister agencies of the UN system locally, preferably at no cost to UNHCR;

5. Field Offices

(r) Recalled that although the Post Review Group was created towards the end of 1987 to review all posts in UNHCR and identify positions which could be discontinued, no regular procedures are in place to review and rationalise the location of UNHCR Offices in the field. However, the same reasons of rapidly evolving situations and changing demands should allow similar flexibility on the part of UNHCR to rationalise and close missions on an ongoing basis, including sharing of offices with other UN agencies. Invited UNHCR to establish a centralized responsibility for regular review and rationalisation of UNHCR Offices in the field;

(s) Urged that greater emphasis on Regional Offices be explored to make more effective use of resources taking into account that regional models in effect in some locations may be applicable in other areas and regions. This should be without prejudice to UNHCR's capacity to fulfil its fundamental responsibilities;

6. Reporting Requirements

(t) Called on donors and UNHCR to enter into consultations in an attempt to achieve greater harmonisation and standardisation of reporting requirements and thus make more efficient use of resources;

7. Travel Costs and Allowances

(u) Recommended that UNHCR consider retaining some form of centralized control over official travel to reverse the dramatic growth in travel costs and to avoid unnecessary duplication of travel. Underlined that if a Comptroller position was established in UNHCR, that this might be the appropriate position to entrust with overall responsibility for control of travel;

(v) Underlined that any reinstitution of preassignment missions should be linked to the application of some form of criteria such as cost benefit analysis or hardship category level. Furthermore, it recommended that post reports should be compiled by UNHCR for all Category III and IV Duty Stations;

(w) Stressed that the former practice of assigning personnel, particularly at senior levels, on long term mission status to posts to which they subsequently are assigned on a permanent basis, should not be allowed to recur;

8. Seminars

(x) Strongly recommended that the number of seminars directly or indirectly financed from UNHCR funds, particularly in the present financial situation, should be kept to the very minimum. Recalled that seminars should be organized in the most economical manner. The best cost/benefit ratio in particular should be the basis for the decision on where the seminar is to be held;

9. Training

(y) Notwithstanding the financial difficulties prevailing, underlined that appropriate training activities should continue;

10. Public Information Activities

(z) Recommended that UNHCR undertake a cost benefit analysis/evaluation of the various aspects of the public information service with a view to ensuring the most effective use of resources. The analysis/evaluation should take full account of the financial difficulties facing UNHCR and should also take into account the fund raising capabilities of certain public information activities. The importance of the objectives to be pursued through public information activities should at the same time be given due consideration;

(aa) Urged UNHCR, without prejudice to the outcome of the above mentioned analysis/evaluation, to examine ways to reduce or offset the costs of the Refugees Magazine. UNHCR should examine ways to reduce costs particularly through subscriptions;

(bb) Recommended that UNHCR examine the balance of staffing in Public Information Services both between headquarters and the field and between professional and general service staff. Urged that overall staffing levels should be reviewed in relation to above mentioned cost benefit analysis/evaluation;

11. Costs of Experts

(cc) Called on UN agencies and other organizations in general, to review the practice whereby UNHCR pays the salaries of seconded experts from these agencies, as well as the requirement that UNHCR pay, in addition to the salaries of secondees, a service fee of 13-14 per cent; in this regard, and with a view to achieving possible savings for UNHCR, the High Commissioner is requested to initiate in writing appropriate negotiations.

D. Decisions on Cooperation with other Organizations

42. The Temporary Working Group,

1. General

(a) Recalled the adoption by the General Assembly of Resolution 44/137 on the Office of the United Nations High Commissioner for Refugees, and its approval in paragraph 12 of the Executive Committee's Decision entitled "Sharing of Responsibilities for Operational Activities relating to Refugees" (Decision K, A/AC.96/737, paragraph 33), and its welcome given in preambular paragraph 14 of the same Resolution to the Conclusions and Decisions on Refugee Aid and Development adopted at the Fortieth Session of the Executive Committee (Decision J, A/AC.96/737, paragraph 32);

(b) Noting that the welfare of refugees, the search for durable solutions, and the application of the principle of international solidarity, imply a better sharing of responsibilities and the creation of mechanisms of cooperation between the agencies of the United Nations system and other concerned organizations, both governmental and non-governmental, for the implementation and the financing of related activities;

(c) Recalling that whatever arrangements are agreed to for the sharing of responsibilities for operational activities in favour of refugees, that all organizations, be they inter-governmental or non-governmental, are asked to consult with UNHCR, before formulating and initiating programmes in favour of refugees, so that UNHCR might fulfil its Statutory role, especially in the area of protection;

(d) Emphasizing the urgent need to persevere in the search, under the auspices of UNHCR, for durable solutions to refugee problems, and the role that rehabilitation and development assistance should eventually play in assuring the effectiveness of solutions such as voluntary repatriation and local settlement;

(e) Convinced that refugees should benefit from the relevant services provided by the entire UN system, and as such should be included in all pertinent programme activities;

2. Executive Committee

(f) Urged strongly Member States of the Executive Committee (and other States, especially those hosting large numbers of refugees), as well as inter-governmental bodies to take necessary initiatives and to support the High Commissioner in his efforts to ensure the implementation of the General Assembly Resolution 44/137, including Decisions J and K of the Fortieth Session of the Executive Committee, with which he has been tasked;

(g) Requested the support of governments, especially through their representatives on the governing bodies of relevant agencies and committees e.g. UNDP, UNICEF, International Fund for Agricultural Development (IFAD), World Bank, Regional Banks, Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development, in having the issue of cooperation with UNHCR and the sharing of responsibilities for operational activities relating to refugees, including the additional funding of these activities, addressed in a concrete and positive way by these agencies; and, to promote this goal, called upon governments to place the subject on the agenda of their governing bodies and to envisage the possibility of convening special sessions of these bodies;

(h) Recommended that, in order to promote a better cooperative working relationship between UNHCR and other relevant international organizations, Member States of the Executive Committee give consideration to promoting mechanisms that would facilitate multi-year funding for projects where multi-year planning was judged by the High Commissioner to be part of a appropriate response to refugee situations and such type of planning would enhance the effectiveness of that response;

(i) Called on Member States of the Executive Committee to ensure that refugee issues are referred to in their statements to the Second United Nations Conference on the Least Developed Countries and in the International Development Strategy of the Fourth United Nations Development Decade; in addition, Member States are asked to assure that the needs of refugee children are addressed in The World Summit for Children tentatively scheduled for 26, 27 September 1990 by the inclusion of a specific agenda item on this subject; and that Member States take the opportunity provided by the Thirty-fifth Session of the Commission of the Status of Women (March 1991) to support the situation of refugee women as specified under the Agenda item of "Peace";

(j) Recommended that refugee hosting countries take steps to ensure appropriate coordination between relevant national authorities e.g. those responsible for administering refugee affairs, development planning ministries, and technical line departments be promoted; moreover, that national development planning ministries and technical line departments should also become involved with UNHCR from the inception of a refugee programme, given that this cooperation is especially crucial for any rehabilitation and reconstruction programmes for refugee hosting areas;

(k) Invited refugee hosting countries and countries of origin to introduce, as far as possible, development type initiatives focused on refugees, returnees and the areas that receive them, in order to attract new or additional donor resources;

(l) Invited donor governments to ensure appropriate coordination between the humanitarian aid sections of ministries and those that deal with technical assistance and development cooperation for the benefit of refugees; moreover, the focus of policies would thus be sharpened and better coordination assured, and hopefully better use made of the various budgetary allocations, especially of bi-lateral development funds that are directed to developing countries;

(m) Urged donor governments, inter-governmental organizations, round tables, consortia etc. to take into account the impact of refugees and returnees when determining development programmes, by devoting appropriate attention to the issue in Country Chapters, and by mobilizing resources for priority funding, including participation in co-financing ventures, both through bi-lateral and multi-lateral channels;

(n) Strongly urged, in the face of the increasing numbers of refugees, that donor governments and inter-governmental organizations, while assuring that assistance provided to refugees is delivered in a cost-effective and coordinated fashion, increase the overall allocation for refugee needs, and in particular, that the specific resources and needs of refugee women, their dependents, and unaccompanied children and the elderly, who represent the majority of the refugee caseload be taken into account;

3. UNHCR

(o) Called on the High Commissioner to request the Secretary General to ensure a maximum of co-ordination and burden sharing among all relevant United Nations agencies in support of refugees;

(p) Requested, in this context, the High Commissioner to review with the UN Secretary General the question of improved inter-agency cooperation on behalf of refugees within the framework of the Administrative Committee on Coordination (ACC). This review should include aspects leading to a better sharing of tasks, both operationally and financially, with a view to a more automatic and systematic response of agencies and programmes to the needs of refugees. To this end, directives on the sharing of tasks will need to be adopted. At the same time the question of a resource mechanism may be explored in order to provide for arbitration in case of difficulties encountered in the implementation of the envisaged improved cooperation;

(q) Asked UNHCR to identify within its operational programmes, those tasks, which because they are integral parts of a comprehensive programme, could receive supplementary funding and implementation from other agencies; and in this regard, UNHCR is requested to identify such tasks in its General and Special Programmes, especially those aimed at achieving a level of self-sufficiency or self-sustainability for refugees; by so identifying these tasks, they can be proposed for supplementary and additional funding and implementation by other agencies; furthermore, it is important that UNHCR be involved in the follow-up to programme implementation, especially where elements are being undertaken by other agencies, and that mechanisms are in place to assure necessary coordination and the integrated nature of such programmes;

(r) Invited the High Commissioner to meet with the other Heads of the relevant UN agencies to arrange a meeting of officers working in the various sections of the support services of UNHCR and their counterparts from other agencies, and that these officers, in the light of the broad principles established for the supplementing of tasks and of mechanisms set-up to facilitate the implementation and additional funding of such tasks, draw-up plans for the implementation and additional financing of such elements in UNHCR's programmes, ensuring that adequate account is taken of participation, needs and resources of the refugee population, and specifically of refugee women and children;

(s) Asked the High Commissioner to continue his discussions with the EEC with a view to exploring ways of better accessing the community's funding capabilities, particularly for funding projects aimed at durable solutions to refugee problems;

(t) Expressed the wish that the High Commissioner raise with the Development Assistance Committee (DAC) of the OECD, the possibility of including refugee and returnee issues in the deliberations of the Development Assistance Committee; in this way, DAC might be in a position to urge its Member States to take into account the needs and effects of refugee influxes in the formulation of international, national and regional development policies and that Committee Members take up with UNDP the question of refugee hosting countries receiving special treatment for Indicative Planning Figures (IPF), as well as inviting its Members to make increased resource allocations to refugee hosting and returnee receiving countries; and in this way, OECD Member Countries might envisage a more favourable ratio of Official Development Assistance (ODA) in relation to Gross National Product (GNP); moreover, the High Commissioner might raise with DAC the appropriateness of having a chapter in the annual "DAC Report" on development related issues of refugee/returnee presences in countries;

(u) Called on the UNHCR Representative, when no repatriation is foreseen in the immediate future for a particular refugee group, to convene on his own initiative, or to request the UN Resident Coordinator of operational activities for development in a country to convene, a meeting of the various UN Agency Representatives to look at possible initiatives e.g. joint assessments of longer-term needs and joint plans to address such needs, and also the joint implementation of relevant programmes;

(v) Asked UNHCR, in seeking to assure a cost-effective administration of the material aid provided by the international community for refugees, to give a greater role to relevant national authorities of refugee-hosting countries, where such would lead to efficiencies and savings;

(w) Underlined the need for UNHCR to keep implementing partners informed in a timely and systematic manner of its financial situation and funding prospects, so as to ensure adequate planning by these partners;

(x) Stressed the importance for UNHCR, in coordination with host governments, to promote a relationship of true partnership with NGOs right from the beginning of an operational programme and through its subsequent phases; this implies, where possible, that prospective NGO implementing partners be involved in needs assessments; moreover, in the evaluation of large programmes, a member designated by the NGO community, should, where possible, form part of the evaluation mission;

(y) Urged UNHCR to work closely with host governments and NGOs with regard to existing and future programmes to identify components for which NGOs would be able to assume full or partial responsibility for personnel, financial and material resources necessary to implement the programmes; these negotiations should focus, inter alia, on funding for administrative overheads requested by the NGO;

(z) Requested the High Commissioner to intensify his efforts towards the implementation of the 1989 Executive Committee Decision J, Conclusions and Decisions on Refugee Aid and Development (Document A/AC.96/737), which "appealed to Member States to respond favourably to the Refugee Aid and Development Appeals recently launched for projects to be undertaken by UNHCR in partnership with refugee-hosting governments and development agencies, by channeling contributions either through UNHCR, the development agency concerned, or directly to the recipient government";

(aa) Asked the High Commissioner to report to the Sessions of the Executive Committee in 1990 on progress towards greater cooperation between UNHCR and other organizations, as well as difficulties encountered in this regard;

4. Other Agencies

(bb) Invited UNDP, in determining the IPF for a developing country which is hosting refugees, to take into account the presence and number of refugees under the criteria for population; this initiative would involve a recognition of the need for additionality of funds for such countries;

(cc) Suggested that in order to improve and further develop the cooperation between UNDP and UNHCR, that there be established a joint Task Force for the elaboration of the conditions, elements of joint action (operational aspects, fund raising etc.); that a thorough discussion be initiated on a draft policy paper already prepared by the UNDP's Task Force on Refugees; moreover, that the Letter of Understanding signed in 1987 between the Administrator and the High Commissioner be reviewed; that jointly signed Letters of Instruction be sent to the field offices, and that specific training programmes for the Resident Representatives and other staff of both organizations be established;

(dd) Proposed that for the funding of development type initiatives that include among their beneficiaries, refugees or returnees, a number of possible options for their funding under the auspices of UNDP be studied; among these options could be the creation of a Special Trust Fund that would be jointly managed by UNDP and UNHCR, a Fund to which governments would be invited to make voluntary contributions especially from their non-humanitarian budgets i.e. from funds allocated for development; the designation by the Governing Body of a certain proportion of UNDP's Special Programme Reserves (other than IPF allocations) which are centrally managed by the administrator, for use in refugee aid and development type projects; the use for similar purposes, of a portion of Miscellaneous Income (from unearmarked General Resources) built-up through accrued interest and exchange rate variations; and consideration by the governing body that allocations be made from centrally managed resources to provide technical assistance for integration and settlement of refugees and returnees;

(ee) Asked that comparable arrangements should be explored by UNHCR with funding agencies such as the World Bank and IFAD;

(ff) Called on the High Commissioner to assure maximum cooperation with the International Organization for Migration (IOM). IOM had competencies that made it a suitable cost effective operational partner for UNHCR;

(gg) Invited all organizations concerned to report to all sessions of the Executive Committee on the action taken to implement General Assembly Resolution 44/137 starting with the forty-first session.

cc Bishop

PRIME MINISTER

MEETING WITH THE UN HIGH COMMISSIONER FOR REFUGEES

You are to have a brief meeting on Tuesday with the UN High Commissioner for Refugees, Mr. Jean-Pierre Hocké. He is here on an officially sponsored visit. He has every reason to be pleased with us: we are regularly in the top four contributors to UNHCR and gave £22 million last year.

You may like to start by talking about your visit to the refugee camp in Malawi and the good impression you formed of UNHCR's work there. You may recall that you wrote to Mr. Hocké to express condolences on the death of the UNHCR representative in Malawi (whom you did not actually meet).

The main subject to raise is our very great concern at the situation over Vietnamese boat people in Hong Kong. Nearly 7,000 have arrived this year, inlcuding 2,500 already this month, making a total of 30,000 in Hong Kong. The situation has reached crisis point and we must have effective action to stop the outflow from Vietnam. The international conference on Indo-Chinese refugees in Geneva on 13/14 June must take decisions, including arrangements for returning to Vietnam all those who do not qualify for refugee status. We need a large number of governments to form up to Vietnam and persuade them they must make arrangements to deal with the problem at source. You may also want to emphasise that, with our recent decision to take an additional 1000 boat people over the next two or three years we have done as much as we can, given our very large immigrant and refugee population.

You may also like to refer briefly to UNHCR's work in Afghanistan to which we are a major contributor; in Namibia where they are in charge of arrangements for repatriating Namibians; and Central America where UNHCR are arranging a conference on refugees.

CDP.

(C. D. POWELL)
12 May 1989

cc PS
Backing

Foreign and Commonwealth Office

London SW1A 2AH

RESTRICTED COVERING CONFIDENTIAL

12 May 1989

Dear Charles

Call by Mr Jean-Pierre Hocke, UN High Commissioner for Refugees, 16 May

Mr Hocke will be making a brief call on the Prime Minister at 12.30 pm on Tuesday 16 May. I attach a personality note.

This call is part of Mr Hocke's COI category II visit to the UK, from 15-17 May. During this visit, Mr Hocke will also call on the Foreign Secretary, Home Secretary, Lord Glenarthur, Mr Renton, Mr Patten at the ODA and Mr Eggar. Mr Hocke will have further official level meetings and will visit the Commonwealth Secretary General, the British Refugee Council and selected non-governmental organisations, and a group of interested MPs convened by Alistair Goodlad. He will also brief journalists and, I understand, possibly be interviewed by the BBC and the World Service.

As you know, the UK firmly supports the work of UNHCR. We are regularly one of their third or fourth largest donors, with a UK record contribution of nearly £22 million in 1988.

Vietnamese Boat People in Hong Kong

Our main current concern with UNHCR is the problem of the Vietnamese Boat People, particularly in Hong Kong. There is a serious and growing crisis facing Hong Kong as a result of the continuing influx of Vietnamese boat people.

As at 9 May, over 6,800 boat people have arrived in Hong Kong this year - double the rate for the corresponding period in 1988. Over 2,450 have arrived in May alone. There are now well over 30,000 boat people in Hong Kong and a very real prospect that many thousands more will arrive in the next few months.

The Hong Kong Government have been using ferries and military barracks as emergency accommodation for new arrivals. But all the emergency accommodation is now full and the authorities will now have to start using tents. We have raised with Hocke the idea of an overspill centre, possibly to be located in the Philippines.

RESTRICTED COVERING CONFIDENTIAL

We are doing all we can to help Hong Kong cope with the crisis. We have recently announced a contribution of £6 million, to be channelled through UNHCR in response to an international appeal by UNHCR, for the construction of a new refugee centre at Pillar Point in Hong Kong.

We are also pressing the Vietnamese to stop the outflow of boat people and to agree to take back all those who are screened out as non-refugees. We have also urged the Chinese to dissuade boat people who call at Chinese ports from continuing their journey to Hong Kong and to stop providing them with food and fuel. But none of this has so far had any significant impact on the problem.

We are now working for a successful outcome to the International Conference on Indo-Chinese Refugees to be held in Geneva on 13/14 June. There will need to be satisfactory arrangements both for the resettlement of those who qualify as refugees and for the eventual return to Vietnam of all those who do not. Some tough decisions will need to be taken. But it is clear that the haemorrhage of boat people from Vietnam cannot be allowed to continue indefinitely.

It would be helpful if the Prime Minister could emphasise to Mr Hocke our deep concern about the crisis facing Hong Kong. It is essential that the International Conference agrees effective measures to tackle this immensely difficult problem.

Malawi

The Prime Minister may also wish to refer to her visit at the end of March to the Mankhokwe refugee camp in Malawi, where she announced a further £3 million for the work of UNHCR, plus £250,000 emergency relief aid. We understand that she was very impressed by the work of UNHCR which she saw in this camp. She also wrote to Mr Hocke following her visit to express her condolences on the unexpected death soon after her return of the UNHCR Representative in Malawi, Raymond Mkanda, whom she had been unable to meet during her visit due to his illness.

We also understand that Mr Hocke wishes during his visit to discuss in particular the refugee issues in Namibia, Central America and Afghanistan.

/Namibia

Namibia

The Prime Minister has of course seen conditions in Namibia at first hand. We continue to support strongly UNHCR's preparations to repatriate Namibians, beginning in mid-May. We were one of the first countries to contribute to the special appeal for that operation, with £0.5 million announced in early February.

Afghanistan

We similarly support UNHCR's efforts in Afghanistan, contributing some £6.75 million last year. This was the lion's share of our £10.5 million contribution to aid for Afghanistan refugees in total.

Central America

UNHCR are organising an international conference in Guatemala city in late May. This will be similar in intent if not in importance to the Conference for Indo-Chinese Refugees in Geneva in June. We will be sending a special representative, Alan Howarth, although we will not be able to offer further funds.

EC asylum procedures

Finally, we know that another key concern of Mr Hocke's is the EC's likely asylum procedures after 1992. It is clear that member states have no intention of resiling from their commitments under international agreements. This includes the UK, which has signed and ratified both the UN 1951 Convention relating to the status of refugees, and the related 1967 Protocol. These international Instruments, which provide the prime international criteria for the definition and treatment of refugees, continue to provide the framework for our policy at home and abroad.

Yours ever

Bob Peirce

(R N Peirce)
Private Secretary

C D Powell Esq
10 Downing Street

CONFIDENTIAL

HOCKE, JEAN-PIERRE

United Nations High Commissioner for Refugees (UNHCR) since January 1986. Rank: USG.

Swiss. Born 1938. Educated at Lausanne. In 1961 obtained Economics Degree from University of Lausanne. From then until 1968 in business in Switzerland and Africa, mainly Nigeria. In 1968 he joined the International Committee of the Red Cross (ICRC) and headed the ICRC delegation in Lebanon in 1971. In 1972, took charge of ICRC activities in India/Pakistan. Delegate-General for the Middle-East, then Director of Operations in 1973. Appointed UN High Commissioner for Refugees for a three-year term on 1 January 1986.

Very able and approachable. A dynamic operator, introducing radical changes of staff and organisation. His performance as Manager is less happy; he does not delegate effectively, even to senior members of his staff.

Considered to lack Diplomatic finesse by some delegations. Can give the impression to the uninitiated that he is saying much of substance when in fact he is cleverly dodging the issue. There is some doubt about his reappointment at the end of 1988.

Married with two children. His wife (a teacher) has charm and drive. Both speak excellent English.

cc PC R15/5

NATIONS UNIES
LE HAUT COMMISSAIRE
POUR LES RÉFUGIÉS

UNITED NATIONS
THE HIGH COMMISSIONER
FOR REFUGEES

2

Case postale 2500
CH-1211 Genève 2 Dépôt
Suisse

Prime Minister
You are seeing
Mr Hocke' tomorrow.

1 May 1989

CDP
15/5

Dear Mrs Thatcher,

I have the honour to refer to, and extend my appreciation for your letter of 12 April 1989, which I read upon return to Geneva from a two-week visit to Central America, expressing your sympathy and condolences on the tragic death of Mr. Raymond Mkanda who was my Representative in Malawi.

The Rt.Hon. Mrs. Maragret Thatcher M.P.
Prime Minister
United Kingdom of Great Britain
and Northern Ireland
10 Downing Street
London SW1A 2AA
England

I, and all his friends and colleagues in UNHCR who knew or worked with him during his twenty-two years of dedicated and diligent service to the cause of refugees, feel most keenly the loss of Mr. Mkanda, not least because of the excellent work he and his staff were doing in Malawi and which you had occasion to see during your recent visit to that country. In our bereavement I am most gratified by your kind and touching tribute to Mr. Mkanda, and for sharing in our grief and sorrow.

I have duly transmitted your message to Mr. Mkanda's family and colleagues.

Please accept, Prime Minister, the assurances of my highest consideration.

Jean-Pierre Hocké

RESTRICTED

Mr Powell
72
cc PC

10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

15 March 1989

PROPOSED CALL ON THE PRIME MINISTER BY THE UN HIGH COMMISSIONER FOR REFUGEES

Thank you for your letter of 14 March proposing that the Prime Minister should receive the UN High Commissioner for Refugees when he visits the United Kingdom in May.

We could arrange a very brief call at 12.30 on 16 May.

I am copying this letter to Peter Storr (Home Office).

Pf

C. D. Powell

R.N. Peirce, Esq.,
Foreign and Commonwealth Office.

RESTRICTED

mm

Mrs Pansadny
Can we help?
Charles CD
12.30
16 May
AP 15/3

Foreign and Commonwealth Office

London SW1A 2AH

14 March 1989

Dear Charles

Proposed Call on the Prime Minister by Mr Jean-Pierre Hocké, UN High Commissioner for Refugees, 15/16 May 1989

Mr Hocké will be making a Category II visit to the UK on 15 and 16 May. He will meet the Foreign Secretary, the Home Secretary, Mr Eggar and Mr Chris Patten.

Mr Hocké has asked to call on the Prime Minister. He is a very senior UN official. His organisation is playing a crucial role in the screening operation in Hong Kong. A short call on the Prime Minister would help to reinforce UNHCR's cooperation. The Foreign Secretary suggests that twenty minutes would suffice. He and the other ministers would deal with Mr Hocké's points in detail.

I am copying this letter to Peter Storr (Home Office).

Yours ever

Robin

(R N Peirce)
Private Secretary

C D Powell Esq
10 Downing Street

to
71

10 DOWNING STREET

From the Private Secretary

18 September, 1986.

VISIT OF THE UN HIGH COMMISSIONER FOR REFUGEES

Thank you for your letter of 18 September about the visit of the UN High Commissioner for Refugees. Given the Prime Minister's very heavy engagements at the time in question, I see no realistic prospect of the Prime Minister being able to see Mr. Hocke.

(C.D. Powell)

R.N. Culshaw, Esq.,
Foreign and Commonwealth Office.

010

PC

Foreign and Commonwealth Office

London SW1A 2AH

18 September 1986

Dear Charles

Visit of the UN High Commissioner for Refugees: 26-30 October

M. Hocke, the UN High Commissioner for Refugees, intends to visit the UK from 26-30 October; it will be his first visit to the UK since his appointment. He is taking the opportunity to meet FCO and Home Office Ministers and officials for discussions on a wide range of refugee issues.

We have been informed by the new UNHCR Represntative in London, Mr Volfing, that M. Hocke would also like to call on the Prime Minister: the purpose of the call would not be purely courtesy, but to discuss the possibility of agreeing a common EC policy on refugee matters such as visa regimes and procedures for assessing the status of asylum-seekers. In the context of the UK's Presidency M. Hocke thought a call on the Prime Minister would be appropriate.

However, the main role of the Presidency is to facilitate political co-operation. This is primarily the responsibility of the Foreign Secretary, whereas the Prime Minister's main EC function is as Chairman of the European Council. We therefore think it sufficient for M. Hocke to raise these matters with the Foreign Secretary, unless the Prime Minister particularly wishes to see him herself.

Yours ever

Robin Culshaw

(R N Culshaw)
Private Secretary

C D Powell Esq
10 Downing Street

file

CONFIDENTIAL

BM

bc PC

10 DOWNING STREET

From the Private Secretary

11 December 1985

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

Thank you for your letter of 10 December about the various candidatures for the post of United Nations High Commissioner for Refugees. I see from today's press that the Secretary General has now come out publicly in favour of M. Hocke.

I agree that in the circumstances there is little point in mounting a lobbying campaign on behalf of Miss Anstee and that the instructions which the Foreign Secretary proposes to send Sir John Thomson are clearly right.

(C.D. Powell)

Len Appleyard, Esq.,
Foreign and Commonwealth Office

CONFIDENTIAL

JB

cc/ ©

Foreign and Commonwealth Office

London SW1A 2AH

10 December 1985

Prime Minister
The Secretary-General seems to have gone off Miss Anstee; & relatively her chances look slim. Agree not to mount a lobbying campaign for her, but to urge the Secretary-General to consider her as a possible 'officer-in-charge'? CDP 10/12

Yes no

Dear Charles,

United Nations High Commissioner for Refugees

In his letter of 5 December Peter Ricketts described the current state of play over the various candidatures for the post of UN High Commissioner for Refugees about which President Reagan had sent the Prime Minister a message.

The Secretary General has since then given to Sir John Thomson a further indication of his thinking over the post. He is determined not to extend the term of office of Mr Hartling, the present incumbent. Nor is he disposed to allow the appointment to be subject to a contested vote. He is inclined to propose the Swiss candidate (and favourite of the Americans) M. Hocké, on the grounds that the latter seems not actually to be objectionable to anyone. But if this proves not to be the case, and if, for example, the supporters of Dr Boutros Ghali insist on pressing the nomination to a vote, then the Secretary General may make no proposal at all for the appointment of a Director-General and may simply nominate someone (perhaps Prince Sadruddin Khan, a former holder of the UNHCR post) as officer in charge of the organisation for a year or two.

The Secretary General has indicated to Sir John Thomson that he is not likely to propose Miss Joan Anstee for the job; he said the same to Miss Anstee herself, while reiterating his high regard for her personal abilities. He appears to feel that M. Hocké's candidature is gathering support and that Miss Anstee would not secure unanimous endorsement, for example from the Islamic countries. Miss Anstee herself, however, has claimed to our Mission to have mustered the support of a number of Latin American countries and certain other developing countries. She has also asked whether the Prime Minister might again intervene with the Secretary General, with a view to encouraging him to put her forward.

No governments have expressed to us directly any enthusiasm for Miss Anstee's candidature for the post (we know from secret sources that the Americans are aware of the Prime Minister's approach to the Secretary General). The support that she now claims for herself comes chiefly from Latin American countries, which are not those whose support is crucial in any appointment of this kind. If we were to urge the Secretary General to put forward Miss Anstee as a compromise candidate, we would need to demonstrate

/ to him

to him that there was effective support for her amongst our Western partners. We would consequently need to lobby the US; since President Reagan has written to the Prime Minister about the appointment, this would need to be done at the Prime Minister's level. The Americans are unlikely to agree to support Miss Anstee since they are committed to M Hocké and appear to estimate his chances of success as good. We would also need to lobby the Ten. Apart from the fact that the Netherlands would almost certainly not be willing to drop their candidate, many of our EC partners may be reluctant to support a British candidate for a senior UN post of this sort so soon after our withdrawal from UNESCO. Moreover the Nordics are still concerned to see a candidate of their own selected, despite their inability to agree on who that candidate should be; and if the Egyptians are disposed to object to the appointment of a US-sponsored candidate they might be equally opposed to a British one.

The Secretary General had originally intended to make his nomination on Tuesday 10 December. He now seems likely to make it later this week. There would therefore probably be time to mount a major and public lobbying campaign in favour of Miss Anstee if we chose to do so. On balance, however, the Foreign Secretary feels that the likelihood of success is so slim that it would not be justified; and that in speaking privately herself to the Secretary General the Prime Minister has done all that is feasible on Miss Anstee's behalf in relation to the UNHCR post itself.

It might, however, be in Miss Anstee's interest to encourage the Secretary General to nominate an officer-in-charge if the impasse over the rival candidatures continues. Miss Anstee herself might fill the bill in this respect; and in any event she might be better placed to secure the post itself at a later stage. The Foreign Secretary therefore proposes to instruct Sir John Thomson to speak again to the Secretary General on the subject; to reiterate on the Prime Minister's behalf our support for Miss Anstee; to express understanding of his assessment that he cannot in present circumstances nominate her for the post; encourage him, if he feels that no candidate commands universal support, to appoint a temporary officer-in-charge; and to suggest that Miss Anstee might herself be an appropriate officer for this purpose.

Yours ever,

Len Appleyard

(L V Appleyard)
Private Secretary

C D Powell Esq
10 Downing Street

UN: UN High Commissioner for Refugees: Sept 80

Subject cc Master Ops

BEM

PRIME MINISTER'S
cc FCO
PERSONAL MESSAGE
SERIAL No. T 226/85

10 DOWNING STREET

THE PRIME MINISTER

6 December 1985

Dear Ron,

Thank you for your letter of 14 November about the important question of a successor to Poul Hartling as United Nations High Commissioner for Refugees.

I am grateful to you for reminding me of M. Hocké's distinguished record and I agree with you on the need for a suitably qualified person for this post. We too have given careful thought to the question of Mr. Hartling's successor. In company with most of our Community partners, we have indicated support for the candidature of Mr. van der Stoel of the Netherlands. But naturally we would give very careful consideration to the merits of an alternative candidate if circumstances were to change.

With warm good wishes,

Yours ever

Margaret

The President of the United States of America

SDW

CC PC

Foreign and Commonwealth Office

London SW1A 2AH

5 December 1985

Dear Charles,

United Nations High Commissioner for Refugees

Thank you for your letter of 14 November enclosing a message from President Reagan to the Prime Minister about the selection of a new UN High Commissioner for Refugees.

The post of UN High Commissioner for Refugees falls vacant at the end of this year when Mr Poul Hartling, former Danish Foreign Minister, retires. Appointment is by the General Assembly on the nomination of the Secretary-General. There are five principal candidates:

(a) Mr Max van der Stoel, Permanent Representative of the Netherlands at the UN, who has the support of the majority of EC countries;

(b) Dr Boutros Ghali, Minister of State for Foreign Affairs of Egypt;

(c) M. Jean-Pierre Hocké, Director of Operations of the International Committee of the Red Cross (Swiss). The US support him as a good administrator and are lobbying hard on his behalf;

(d) Mr Tom Vraalsen, Permanent Representative of Norway to the UN;

(e) Mr Anders Thunborg, Defence Minister of Sweden and former Permanent Representative to the UN. Unusually, the Nordics have been unable to agree a sole candidate and both have consequently lost ground.

Sir John Thomson in New York informed the Secretary-General in September that the UK, in common with most other Community partners, had agreed to support Mr van der Stoel; he also made known our regard for the personal merits of Dr Boutros Ghali and M. Hocke. It was subsequently indicated to us that the Secretary-General might be interested in appointing Miss Joan Anstee, Assistant Secretary-General for Development Cooperation and the second most senior Briton in the UN Secretariat. The Foreign Secretary and Prime Minister have told Sr Perez de Cuellar that we would support Miss Anstee if he were to propose her. It appears from other sources that the Americans are aware of Mrs Thatcher's remarks to the Secretary-General.

/There

There is still no evidence that any candidate enjoys a clear lead. It is thus possible that a compromise nominee of the Secretary-General would be viable, and we need to keep a sufficiently free hand to be able to transfer our support to Miss Anstee should the Secretary-General wish to put her forward.

I enclose a draft reply to President Reagan which takes the above into account.

Yours ever,

Peter Ricketts

(P F Ricketts)
Private Secretary

C D Powell Esq
10 Downing Street

Covering CONFIDENTIAL

File

bc: P.C.

10 DOWNING STREET

From the Private Secretary

14 November 1985

UN HIGH COMMISSIONER FOR REFUGEES

I enclose a copy of a message from President Reagan to the Prime Minister about the selection of a new United Nations High Commissioner for Refugees.

I should be grateful for a draft reply.

Charles Powell

Len Appleyard, Esq.,
Foreign and Commonwealth Office.

Covering CONFIDENTIAL

SUBJECT.

PRIME MINISTER'S
PERSONAL MESSAGE
SERIAL No. T213B/85

November 14, 1985

cc Master
Ops.

Dear Margaret:

I am concerned about the selection of a new United Nations High Commissioner for Refugees. There are a number of candidates for the position, which in recent years has been responsible for some $400 million per annum in programs for the world's eight million refugees. Our governments are among the most generous contributors to these programs and have a common interest, I believe, in supporting the best qualified person for this demanding post.

I believe that person is Jean-Pierre Hocké of Switzerland, who for the past decade has done a simply outstanding job as Director of Operations of the International Committee of the Red Cross. I met Mr. Hocké when he was in Washington this summer. His visit coincided with the TWA hijacking, and I was personally impressed by his diplomatic skill and resourcefulness in helping us work our way through a difficult humanitarian situation. I am convinced he has the stature and energy we should expect from a High Commissioner, with a record of success in managing major relief actions and attracting international financial support.

When I saw Mr. Perez de Cuellar in New York I told him I was backing Mr. Hocké for this post, which I consider the single most important United Nations appointment this year. I understand the Secretary General will be consulting your government in the coming days, and I hope you'll take a personal look at Mr. Hocké's qualifications and consider if you can join me in supporting him.

It is my own belief that the needs of the contemporary refugee situation are such that the Secretary General must nominate for a full term a person who has demonstrated the necessary qualifications. I believe your views will be instrumental in the selection of a new High Commissioner.

With warm regards.

/S/

Ron

CCPC

EMBASSY OF THE UNITED STATES OF AMERICA
LONDON

November 14, 1985

cmy 14/11

Dear Prime Minister:

I have been asked to deliver the attached letter from President Reagan, which was received at the Embassy today.

With best wishes.

Sincerely,

Charlie

Charles H. Price, II
Ambassador

Enclosure: CONFIDENTIAL

The Rt. Hon. Margaret Thatcher, M.P.,
Prime Minister,
10 Downing Street,
London, S.W. 1.

File BM

cc FCO

cc Master Ops

10 DOWNING STREET

THE PRIME MINISTER

30 October 1985

SUBJECT.

PRIME MINISTER'S PERSONAL MESSAGE SERIAL No. T 202D/85

Dear Mr. President,

Thank you for your recent message about the appointment of a successor to Mr. Poul Hartling as United Nations High Commissioner for Refugees.

I agree that this is an important appointment and that M. Jean-Pierre Hocke has a number of qualities which would make him an excellent High Commissioner. We have his curriculum vitae, and shall certainly bear in mind the points you have made.

It will clearly not be easy to reach a final decision. However, one of the other current candidates is, as you know, a national of a European Community state and we have an obligation to him.

Warm regards.

Yours sincerely

Margaret Thatcher

His Excellency Dr. Kurt Furgler

CF FILE

Foreign and Commonwealth Office

London SW1A 2AH

28 October 1985

Dear Tim,

United Nations High Commissioner for Refugees

Thank you for your letter of 18 October. The post of United Nations High Commissioner for Refugees falls vacant when the present High Commissioner, Mr Poul Hartling, retires at the end of this year. M. Hocke is one of several current candidates, none of whom appears to have obtained widespread support. Though supported by the Americans because he is a good administrator, he is apparently gaining little ground.

The Ten are for the time being committed to the Dutch candidate, Mr Max van der Stoel. The Secretary-General is, however, known to be considering nominating a senior British official at the United Nations, Miss Joan Anstee. The Prime Minister mentioned this when she met the Secretary-General on 23 October in New York saying that Miss Anstee would have British support if he proposed her.

I enclose a draft letter from the Prime Minister to Dr Furgler. If the letter is approved, I suggest that you return it, when signed, to me for onward transmission to Dr Furgler through our Embassy in Berne.

Yours ever,

Peter Ricketts

(P F Ricketts)
Private Secretary

Tim Flesher Esq
10 Downing Street

Kurt FURGLER

1/11

10 DOWNING STREET

From the Private Secretary

18 October 1985

I attach a copy of a telegram the Prime Minister has received from Mr. Kurt Furgler, President of the Swiss Confederation in which he supports the Swiss candidate, Mr Hocke, to the post of United Nations High Commissioner for Refugees.

I would be grateful for your advice on a draft reply and also the address to which this is to be sent.

Timothy Flesher

C. R. Budd, Esq.,
Foreign and Commonwealth Office.

10 DOWNING STREET
LONDON SW1

R 18/10

NNNN

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BERN 260/241 17 1659 PAGE 1/50

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HER EXCELLENCA

THE RT HON MARGARET THATCHER

PRIME MINISTER OF THE UNITED KINGDOM

OF GREAT BRITAIN AND NORTHERN IRELAND

LONDON

SUBJECT ce Master OPS

PRIME MINISTER'S
PERSONAL MESSAGE
SERIAL No. T 191C/85

5602 I TAKE THE LIBERTY TO ADDRESS THIS MESSAGE TO YOU DIRECTLY IN ORDER TO ASK FOR YOUR SUPPORT FOR THE SWISS CANDIDATE MR. HOCKE TO THE POST OF

COL 5602

JABA3893 THE RT HON MARGARET THATCHER PAGE 2/50

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES (UNHCR) THE RECENT SESSION OF THE EXECUTIVE COMMITTEE OF THE UNHCR HAS ONCE AGAIN SHOWN THE WELL KNOWN INTERNAL AND EXTERNAL DIFFICULTIES OF THIS INSTITUTION UNDER THESE CIRCUMSTANCES IT SEEMS TO ME THAT MR. HOCKE'S DIPLOMATIC SKILL AND MANAGEMENT ABILITY QUALIFY HIM ALL THE

JABA3893 THE RT HON MARGARET THATCHER PAGE 3/50

MORE FOR THIS IMPORTANT FUNCTION ON THE BASIS OF MY ACQUAINTANCE WITH MR. HOCKE AND OF MY KNOWLEDGE OF THE UNHCR I AM CONVINCED THAT WE PROPOSE A CANDIDATE OF GREAT VALUE MR. HOCKE POSSESSES A DYNAMIC PERSONALITY AND IS HIGHLY COMPETENT MOREOVER HE HAS ESTABLISHED NUMEROUS HIGH-LEVEL CONTACTS AROUND

JABA3893 THE RT HON MARGARET THATCHER PAGE 4/50

THE WORLD AND KNOWS WELL THE UNHCR HE HAS A LONG-STANDING EXPERIENCE IN THE MANAGEMENT OF A MAJOR HUMANITARIAN ORGANIZATION HIS MASTERY IN THE FIELD OF INTERNATIONAL POLITICS IN DIFFICULT NEGOCIATIONS IN HUMANITARIAN ACTIVITIES OF PROTECTION AND ASSISTANCE ARE WIDELY ACKNOWLEDGED HE HAS ALSO BEEN SUCCESSFULLY ENGAGED IN FUNDRAISING OPERATIONS

JABA3893 THE RT HON MARGARET THATCHER PAGE 5/41

I TRUST YOUR ADMINISTRATION KNOWS THE DETAILS OF MR. HOCKE'S CURRICULUM VITAE THANKING YOU IN ADVANCE FOR YOUR ATTENTION TO THIS MESSAGE AND LOOKING FORWARD TO MEET YOU SOON AGAIN I REMAIN SINCERELY YOURS

KURT FURGLER PRESIDENT OF
THE SWISS CONFEDERATION

file

cc FCO

SLH

10 DOWNING STREET

THE PRIME MINISTER

PRIME MINISTER'S PERSONAL MESSAGE SERIAL No. T 57/85

cc MARTER OPS

26 March 1985

Dear the President,

Thank you for your letter of 5 March informing me that your Government has nominated Dr. Boutros Ghali for the post of United Nations High Commissioner for Refugees.

Dr. Boutros Ghali's distinguished service as Minister of State for Foreign Affairs of your country and his high qualities make him a very strong candidate for this post. But a number of good candidates have been put forward and as a matter of policy, the United Kingdom does not normally commit itself in advance to support of a particular one.

I am most grateful to you, however, for bringing Dr. Boutros Ghali's candidature to my attention. Should he be successful, we would be delighted to work with him in tackling the refugee problem in Africa and throughout the world.

Thank you for your warm wishes. It was a great honour and a great pleasure to receive you in London on such a highly successful visit.

Yours sincerely

Margaret Thatcher

His Excellency President Mohamed Hosni Mubarak

BM.

Foreign and Commonwealth Office

London SW1A 2AH

22 March 1985

Dear Charles,

UN High Commissioner for Refugees

Cairo telno 137 conveyed the text of a letter from President Mubarak to the Prime Minister asking for support for the candidature of Dr Boutros Ghali, the Egyptian Minister of State for Foreign Affairs, for the post of UN High Commissioner for Refugees. We have subsequently received the signed copy of President Mubarak's letter.

The present High Commissioner, a Dane, Poul Hartling, retires at the end of 1985. A new High Commissioner is elected by the General Assembly on the recommendation of the Secretary General. Current leading candidates for the post in addition to Dr Boutros Ghali are Mr Max van der Stoel, Dutch Permanent Representative in New York and former Foreign Minister, and Mr Anders Thunberg, Swedish Minister of Defence. Two other Nordics, a Norwegian and a Finn have also expressed an interest.

The Dutch and the Egyptians have been lobbying strongly in favour of their candidates and the Secretary of State recently replied directly to Dr Boutros Ghali himself on the subject.

The Egyptians claim that Dr Boutros Ghali has been formally endorsed by the African Group and has the support of a number of Latin American countries. They also claim that some EC countries are not enthusiastic about Mr van der Stoel although they feel obliged to support him initially: should his candidature falter and that of Dr Boutros Ghali prosper they would, the Egyptians believe, transfer their support to the latter. We do not ourselves have evidence to support this claim as we have not yet discussed the candidatures for this post with our Community partners or other allies. In particular, we do not know the attitude of the Americans who were thought to have opposed Mr van der Stoel's previous candidacy for the post in 1982.

As individuals both Dr Boutros Ghali and Mr van der Stoel are worthy candidates. Neither of them would perhaps be ideal from the point of view of their fund-raising ability which is

/an

an important part of the job. It remains to be seen whether other candidates with greater strength in this respect will emerge. For our part, we do not normally commit ourselves in advance to vote for particular candidates for posts in the UK system. This stance is well known to both the Dutch and the Egyptians and the latter appear to understand that a candidate from a fellow Community country would have a strong claim on our support. We have decided to make our views on the various candidates known to the Secretary General in May, by which time we expect to have a clearer idea of the support which they enjoy. Community solidarity is likely to require at least some initial expression of preference for Mr van der Stoel. But it is politically important for us to be seen in the meanwhile to take a sympathetic interest in Dr Boutros Ghali's candidature.

/ I enclose a draft reply from the Prime Minister to President Mubarak.

Yours ever,

Colin Budd

pp (P F Ricketts)
Private Secretary

C D Powell Esq
10 Downing Street

DSR 11 (Revised)

DRAFT: minute/letter/teleletter/despatch/note

TYPE: Draft/Final 1+

FROM:

PRIME MINISTER

Reference

DEPARTMENT: TEL. NO:

SECURITY CLASSIFICATION

Top Secret
Secret
Confidential
Restricted
Unclassified

TO:

His Excellency
PRS ~~Mr~~ Mohamed Hosni ~~Said~~ Mubarak
President of the Arab Republic
of Egypt

Your Reference

Copies to:

VCDAEG

PRIVACY MARKING

.....In Confidence

CAVEAT.....

SUBJECT:

Thank you for your letter of 5 March informing me that your Government has nominated Dr Boutros Ghali for the post of United Nations High Commissioner for Refugees.

~~I have taken careful note of~~ Dr Boutros Ghali ~~'s~~ is ~~an~~ ~~interest in this post. I know well his high qualities and his~~ distinguished service as Minister of State for Foreign Affairs of your country and his high qualities make him a very strong candidate for this post ~~I shall certainly give his candidacy very careful consideration.~~

~~I understand that there are a~~ number of candidates have been put forward and as ~~for this post. As~~ a matter of policy ~~in such cases~~, my Government does not normally commit itself in advance in support of particular candidates. But I am most grateful to you for bringing Dr Boutros Ghali's candidature to my attention. Should he be successful, we would be delighted to work with him in tackling the refugee problem in Africa and throughout the world.

Enclosures—flag(s).....

Thank you for your warm wishes. It was a great honour ~~pleasure~~, and a great pleasure ~~honour~~, to receive you in London on such a highly successful visit.

CDP

FILE

cc FCO

10 DOWNING STREET

THE PRIME MINISTER

23 March 1981

Dear Secretary-General,

Thank you for your recent telegram appealing for funds for the United Nations Relief and Works Agency.

Let me assure you that I fully share your concern about the grave situation facing UNRWA. It would indeed be a tragedy for the area and for the Palestinians if UNRWA's education programme suffered because of the failure of the international community as a whole to shoulder its responsibilities.

The British position is clear. The United Kingdom has long been a generous contributor. Our 1981 bilateral contribution of $11.9 million is $1.5 million more than last year. We also contribute through our share of one fifth of the European Community's contribution. In short, Britain is currently the second largest contributor. I hope therefore that you will understand when I say that I cannot give you any grounds for hoping that the United Kingdom will increase its contribution. We firmly believe that it is for others to match our performance. I particularly have in mind the Arabs themselves. I do hope that they, and others who could do more, will heed your warning about the consequences of the closure of the educational system, and will respond sympathetically to your appeal.

Yours sincerely

Margaret Thatcher

HE Mr Kurt Waldheim, GCMG

PART TWO

NNN

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120830

ZCZC DLF272 MUK007 LCC788 BNU454 071110269362

GBXX CV UTFL 061

MIAMIFLO TLX FM NEWYORKNY XO 321/297 11 2231 VIA TRT

ETATPRIORITE

HER EXCELLENCY

THE RT. HON. MARGARET THATCHER, M.P.

PRIME MINISTER DOWNING STREET

LONDON SW 1

(SEC2OF2 061/054)

I AM DEEPLY CONCERNED ABOUT THE PRESENT SITUATION AND ITS POTENTIALLY GRAVE POLITICAL IMPLICATIONS. I WOULD THEREFORE APPEAL FOR TIMELY AND GENEROUS CONTRIBUTIONS FROM ALL GOVERNMENTS IN A POSITION TO ASSIST THE AGENCY IN MAINTAINING ITS SERVICES TO PALESTINE REFUGEES.

ACCEPT, YOUR EXCELLENCY, THE ASSURANCES OF MY HIGHEST CONSIDERATION

(KURT WALDHEIM SECRETARY-GENERAL UNITED NATIONS)

COL CKD

LFZ1971

NNNN

120829

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GBXX CV UTFL 260

MIAMIFLO TLX FM NEWYORKNY XO 321/297 11 2231 VIA TRT

OT 899

POST OFFICE INTERNATIONAL TELEGRAPHS

The COL OMTD

in this telegram is/~~are~~

SUBJECT TO CORRECTION

ADVICE AWAITED

ETATPRIORITE

HER EXCELLENCY

THE RT. HON. MARGARET THATCHER, M.P.

PRIME MINISTER DOWNING STREET

LONDON SW 1

R12/3

(SEC10F2 260/243)

EXCELLENCY,

I WISH TO DRAW YOUR ATTENTION TO THE EXTREMELY SERIOUS SITUATION FACING THE UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST (UNRWA) AND TO REQUEST YOUR GOVERNMENT'S SUPPORT IN AVOIDING THE TERMINATION OF SOME OF ITS MOST VITAL SERVICES.

THE AGENCY, WHICH DEPENDS ALMOST ENTIRELY ON VOLUNTARY CONTRIBUTIONS FROM GOVERNMENTS, IS FACING A DEFICIT OF UNPRECEDENTED PROPORTIONS AND REQUIRES AN ADDITIONAL USDOLLARS34 MILLION TO MAINTAIN ITS EDUCATION PROGRAMME UNTIL THE END OF THE YEAR. UNLESS SUFFICIENT ADDITIONAL CONTRIBUTIONS ARE PLEDGED BY THE END OF MARCH, THE COMMISSIONER-GENERAL WILL BE FORCED TO CUT OR TERMINATE PART OF THE AGENCY'S EDUCATION PROGRAMME AND WILL HAVE TO NOTIFY THE TEACHERS CONCERNED THAT THEIR SERVICES CANNOT BE RETAINED BEYOND THE END OF THE CURRENT SCHOOL YEAR IN MAY. AT WORST, THE ENTIRE PROGRAMME WILL HAVE TO BE DISMANTLED AND ALL 635 ELEMENTARY AND JUNIOR SECONDARY SCHOOLS CLOSED, LEAVING 9,700 PALESTINE REFUGEE TEACHERS UNEMPLOYED AND 339,000 REFUGEE PUPILS WITHOUT SCHOOLING. IF THE DEFICIT IS PARTIALLY BUT NOT COMPLETELY COVERED, THE COMMISSIONER-GENERAL WILL MAINTAIN THE EDUCATION PROGRAMME IN AS MANY OF THE AGENCY'S FIELDS AS THE FUNDS PERMIT.

THE COMMISSIONER-GENERAL HAS RECENTLY INFORMED YOUR GOVERNMENT ABOUT THE CRISIS FACING THE AGENCY AND HAS APPEALED FOR ADDITIONAL CONTRIBUTIONS TO ENABLE THE AGENCY TO FULFIL THE COMMITMENTS MADE TO THE PALESTINE REFUGEES BY THE INTERNATIONAL COMMUNITY.

COL CKD

Foreign and Commonwealth Office

London SW1A 2AH

Type for PM's signature.

19 March 1981

Dear Michael,

Thank you for your letter of 12 March. I enclose a draft reply from the Prime Minister to the telegram from the United Nations Secretary-General.

We have long been a significant contributor. This reflects our historical association with the area, in particular our position as the former mandatory power in Palestine, and the political importance we attach to UK support for UNRWA. Our 1981 contribution, although higher than 1980, does not represent growth in the 1981/82 aid framework terms, and has been enhanced by the strength of the pound in relation to the dollar. The importance of our contribution is widely acknowledged. When the UNRWA Commissioner General called on the FCO recently as part of his round of appeals, his approach reflected his awareness of this. The UN Secretary-General's telegram is a round robin which clearly takes no account of the level of member countries' contributions, but UNRWA are fully conscious of the important role the UK plays. I should add that we have pressed our more niggardly Community partners to do more, but with little or no success.

Yours ever,

Francis Richards

(F N Richards)
Private Secretary

M O'D B Alexander Esq
10 Downing St

DSR 11 (Revised)

DRAFT: XXXXXX/minute/letter/teleletter/despatch/note XX

TYPE: Draft/Final 1+

FROM:
The Prime Minister

Reference

DEPARTMENT: TEL. NO:

SECURITY CLASSIFICATION

Top Secret
Secret
Confidential
Restricted
Unclassified

TO:
HE Mr Kurt Waldheim
Secretary General of the United Nations
New York

Your Reference

Copies to:

PRIVACY MARKING

.....In Confidence

CAVEAT.....

SUBJECT:

Thank you for your recent telegram appealing for funds for the United Nations Relief and Works Agency.

Let me assure you that I fully share your concern about the grave situation facing UNRWA. It would indeed be a tragedy for the area and for the Palestinians if UNRWA's education programme suffered because of the failure of the international community as a whole to shoulder its responsibilities.

The British position is clear. The United Kingdom has long been a generous contributor. Our 1981 bilateral contribution of $11.9 million is $1.5 million more than last year. We also contribute through our share of one fifth of the European Community's contribution. In short, Britain is currently the second largest contributor. I hope therefore that you will understand when I say that I cannot give you any grounds for hoping that the United Kingdom will increase its contribution. We firmly believe that it is for others to match our performance. I

/particularly

Enclosures—flag(s).....

particularly have in mind the Arabs themselves. I do hope that they, and others who could do more, will heed your warning about the consequences of the closure of the educational system, and will respond sympathetically to your appeal.

vb

12 March 1981

AF 19.3.81

UNRWA

I enclose a copy of a telegram which the Prime Minister has received today from the Secretary General of the United Nations describing the financial difficulties facing UNRWA. I should be grateful if you could let me have a draft reply which the Prime Minister might send to Dr. Waldheim. You will recall that Dr. Waldheim raised the issue with the Prime Minister when they met in New York last month.

It would be helpful if your draft could reach me by Thursday 19 March.

MDOBA

Francis Richards, Esq.,
Foreign and Commonwealth Office.

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GBXX CV UTFL 260

MIAMIFLO TLX FM NEWYORKNY XO 321/297 11 2231 VIA TRT

OT 899

POST OFFICE INTERNATIONAL TELEGRAPHS

The COL OMTD

in this telegram is/are

SUBJECT TO CORRECTION

ADVICE AWAITED

ETATPRIORITE

HER EXCELLENCY

THE RT. HON. MARGARET THATCHER, M.P.

PRIME MINISTER DOWNING STREET

LONDON SW 1

(SECTOF2 260/243)

EXCELLENCY,

I WISH TO DRAW YOUR ATTENTION TO THE EXTREMELY SERIOUS SITUATION FACING THE UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST (UNRWA) AND TO REQUEST YOUR GOVERNMENT'S SUPPORT IN AVOIDING THE TERMINATION OF SOME OF ITS MOST VITAL SERVICES.

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COL CKD

PART TWO

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120830

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MIAMIFLO TLX FM NEWYORKNY XO 321/297 11 2231 VIA TRT

ETATPRIORITE

HER EXCELLENCY

THE RT. HON. MARGARET THATCHER, M.P.

PRIME MINISTER DOWNING STREET

LONDON SW 1

(SEC2OF2 061/054)

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ACCEPT, YOUR EXCELLENCY, THE ASSURANCES OF MY HIGHEST CONSIDERATION

(KURT WALDHEIM SECRETARY-GENERAL UNITED NATIONS)

COL CKD

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ETATPRIORITE

THE RT HON MRS MARGARET THATCHER

PRIME MINISTER OF GREAT BRITAIN AND

NORTHERN IRELAND

10 DOWNING STREET

LONDON(S.W.1)

Prime Minister
Lt
Mrs

HCR/4870 HAVE THE HONOUR TO CONVEY MY SINCERE APPRECIATION FOR THE OPPORTUNITY OF MEETING YOU ON THE OCCASION OF MY RECENT VISIT TO LONDON IT WAS INDEED A PRIVILEGE AND A

COL 10 LONDON(S.W.1) HCR/4870

JADJ3496 THE RT HON MRS MARGARET THATCHER PAGE 2/50

PLEASURE FOR ME AND MY PARTY TO HAVE THIS MOST INTERESTING AND USEFUL

EXCHANGE OF VIEWS WITH YOU ON MATTERS OF MUTUAL CONCERN YOUR PERSONAL

INTEREST IN WORLD REFUGEE PROBLEMS IS FOR US A SOURCE OF GREAT ENCOURAGEMENT AS IS THE GENEROUS SUPPORT CONSISTENTLY DEMONSTRATED BY

THE UNITED KINGDOM TO

JADJ3496 THE RT HON MRS MARGARET THATCHER PAGE 3/19

THE REFUGEE CAUSE ACCEPT MADAM THE ASSURANCES OF MY HIGHEST CONSIDERATION

POUL HARTLING

UNITED NATIONS HIGH COMMISSIONER

FOR REFUGEES

FILE

VLS

United Nations

SUBJECT.

see Master set.

10 DOWNING STREET

From the Private Secretary

9 December 1980

Call by the UN High Commissioner for Refugees

The UN High Commissioner for Refugees called on the Prime Minister this afternoon as arranged. The conversation was limited to a description by Mr. Hartling of his organisation's activities.

M. O'D. B. ALEXANDER

R. M. J. Lyne, Esq.,
Foreign and Commonwealth Office.

KRB.

Foreign and Commonwealth Office

London SW1A 2AH

8 December 1980

Dear Michael,

United Nations High Commissioner for Refugees

I attach a brief for Mr Hartling's call on the Prime Minister at 5.00pm on 9 December.

Mr Hartling will be accompanied by Messrs Koulischer, his Executive Assistant, and Landau, his Representative in London. Peter Marshall, our Permanent Representative in Geneva (who is currently Vice-Chairman of the UNHCR Executive Committee) will also be present.

We have ascertained that Mr Hartling has no specific points to raise with the Prime Minister, but wishes to give a general account of the main refugee problems he deals with.

Mr Hartling is in London to address the Standing Conference on Refugees (an association of British voluntary agencies). His other engagements include calls on Lord Carrington (immediately before his call on the Prime Minister) and on Mr Raison and a lunch with Mr Hurd. He is also to address the Foreign Affairs Club on 9 December.

The Prime Minister met Mr Hartling in 1978 when he was on an official visit to the UK.

Yours ever

Roderic Lyne

(R M J Lyne)
Private Secretary

M O'D B Alexander Esq
No 10 Downing Street
LONDON SW1

MR HARTLING'S CALL ON THE PRIME MINISTER

POINTS TO MAKE

(a) Congratulations on response to heavy increase in responsibilities (now for 10 million refugees);

(b) particularly grateful for fine effort over resettlement in Zimbabwe;

(c) promise continuing British support. Hope for increased support from countries which have not been major donors hitherto;

Defensive

(d) Further quota for Vietnamese? We are directing our efforts to fulfilment of quota of 10,000 from Hong Kong. Resettlement programme facing practical difficulties. No decision yet on further quota. Will keep close watch on situation;

(e) Vietnamese reaching Hong Kong through China. We agree with Chinese and Hong Kong that these people must be returned to China and resettled from there. Exceptions would encourage illegal immigration.

ESSENTIAL FACTS

I. GENERAL

1. The Office of the UNHCR was established in 1951. Two main functions: protection and material assistance. Emergency activities have now become a permanent feature of its work, along with traditional search for 'durable solutions' through (voluntary) repatriation, local integration or settlement in other countries.

2. UNHCR main channel of UK official assistance to refugees. UK a member of Executive Committee since its creation in 1958. UNHCR's General Programme financed mainly by voluntary contributions pledged annually. Special programmes mounted to meet specific refugee flows, for which ad hoc cash appeals made.

3. Almost 16 million displaced persons and refugees worldwide, of which about 10 million direct concern of UNHCR. UK among top five donors in most of past 10 years. In 1980, we gave £5 million to General Programme and earmarked further £5 million for direct response to Special Appeals (not all UNHCR) in fiscal 1980/81. We have pledged £5.4 million in cash and kind to General Programme budget for 1981 (total at present $324.572 million). We also direct some funds through other bodies. About 1/5th of all EC contributions to refugee support derives from the UK.

II. SPECIFIC

1. Indo-China

i) 176,000 awaiting 'durable solutions' in September 1980. Total UK contribution (through EC and direct) over £9 million since 1979. Over 12,400 accepted into UK since April 1975.

ii) Vietnamese Refugees from China in Hong Kong

250,000 Vietnamese refugees settled in China. More than 10,000 who later entered Hong Kong illegally now being returned to China for resettlement from there. UNHCR opposed to return of those with relatives in Hong Kong or third countries. Although Chinese Mission in Geneva gave UNHCR impression they had no objection to such exceptions, Chinese Government now agree with us and Hong Kong that exceptions cannot be made (except on very strong humanitarian grounds).

/iii)

iii) Orderly Departure Scheme

Orderly departure scheme came into being following the Geneva Conference in July 1979. Never really got off the ground because of Vietnamese manipulation. We authorised 1,500 visas but only 100 people have arrived.

2. Africa

i) Nearly 5 million refugees throughout the continent. Their plight hitherto overshadowed by Indo-Chinese refugees. Pledging Conference on Africa arranged for April 1981 by UN Secretary-General, UNHCR and OAU. No decisions taken on level of UK representation or size of pledge.

ii) Horn of Africa

Over 3 1/2 million refugees, returning refugees and displaced persons in Ethiopia, Somalia and Djibouti. HMG has contributed £3.68 million since 1978 through UNHCR, International Red Cross, British voluntary agencies and World Food Programme. Further contributions towards UNHCR's programme in Somalia under consideration. Doubts about responding to UNHCR appeal for returning Ethiopian refugees (could prolong Soviet/Cuban presence in Ethiopia).

iii) Zimbabwe

Lancaster House Conference appointed UNHCR coordinator for repatriations, mainly from Botswana, Zambia and Mozambique (about 70,000). Virtually complete; but problems in feeding and rehabilitation remain. Total international aid to UNHCR for repatriation around £9 million (UK - £1.5 million). Total aid so far for reconstruction and rehabilitation about £60 million of which £12 million channelled through UNHCR. UK has contributed £12 million bilaterally.

iv) Rest of Africa

About 1 million refugees in Sudan, Angola, Zaire, Zambia, Uganda, Cameroon and Nigeria. Nearly half in Sudan, which has commendable 'open door' asylum policy. We gave £850,000 for Sudan.

3. Afghanistan

Probably 1.2 million Afghan refugees in Pakistan (and growing) and 0.2 million in Iran. UNHCR has made two appeals totalling $100 million. Further UK contribution currently being considered.

III REFUGEE PROTECTION AND DETERMINATION OF REFUGEE STATUS

Mr Hartling will have had an opportunity to discuss with Mr Raison.

CONFIDENTIAL

HARTLING, POUL

UN High Commissioner for Refugees (UNHCR) since December 1977. Rank: USG.

Danish. Born 1914 in Copenhagen. Graduated with a degree in Divinity in 1939. Mr Hartling was Minister for Foreign Affairs of Denmark from 1968-71 and Prime Minister from 1973-75. During the early years of his career he was active in several fields of service in the Church and conducted courses at the University of Copenhagen. From 1950-68 he was Principal of Zahle's Teachers' Training College in Copenhagen. Mr Hartling became a Member of Parliament in 1957 and was Chairman of the Danish Liberal Party from 1965 until his election as High Commissioner. He was a member of the Nordic Council from 1964-68 and again since 1971, and a President of the Nordic Council from 1966-68 and again in 1977. He served on the Board of Directors of the National Bank from 1966-68. He has been active in work for refugees in Denmark throughout his career. He served for many years on the Board of the Danish Inter-Church Aid and was one of the founders and active supporters of the Danish Refugee Council. In December 1977, the UN General Assembly elected him as UNHCR for a 5-year term in succession to Prince Sadruddin Aga Khan who had been High Commissioner for 12 years. Mr Hartling is the author of several books and publications.

He has proved effective, particularly as a fund-raiser. He gets on well with government leaders, perhaps less well with his staff. He is pleasant and helpful and determined to do a good job.

Married. Mrs Hartling is a medical doctor. They have four children.

CONFIDENTIAL

United Nations

20 September, 1980.

8.12.80

UN High Commissioner for Refugees

The Prime Minister has seen your letter to me of 19 September about Mr. Poul Hartling's visit to London in December. She would be able to receive Mr. Hartling at 1700 hours on 9 December. I should be grateful if you could let us have a brief the previous day.

M. O'D. B. ALEXANDER

R.M.J. Lyne, Esq.,
Foreign and Commonwealth Office.

1.

Foreign and Commonwealth Office

London SW1A 2AH

Prime Minister
You will be in Dublin overnight Dec 8/9.
See Mr Hartling 1700 on 9th?
MAP 19/IX

Yes mt

19 September 1980

Dear Michael,

UN High Commissioner for Refugees

The London Representative of UNHCR has told us that Mr Poul Hartling will be visiting London from 8 to 10 December to address a special meeting of the Standing Conference on Refugees, a British voluntary body which has close links with his organisation. Mr Hartling wishes to call on the Prime Minister during the visit. The only other engagement at present planned is a lecture to the Foreign Affairs Club, of which Mr Peter Shore is Chairman.

I enclose a background note on Mr Hartling, who is of course a former Danish Prime Minister. He was appointed to his present position in December 1977. He has made a good start in a formidably difficult role (20 years after World Refugee Year the number of refugees and displaced persons has risen from 1.2 million to 16 million), and our relations with him and his staff in Geneva are close. He made an official visit to Britain in June 1978 and was received by the then Prime Minister and Foreign and Commonwealth Secretary and was granted an audience with The Queen. Mrs Thatcher also received him.

The Foreign and Commonwealth Secretary hopes that the Prime Minister will be able to receive Mr Hartling. The refugee problem is a subject of considerable international publicity and concern at present. The United Kingdom is party to the Declaration on Refugees made at the Economic Summit in Venice in June, calling for greater international activity towards the solution of the problem. A meeting would reaffirm our concern and would also provide an opportunity to thank Mr Hartling for overcoming his initial reluctance and agreeing to organise, at our request, the International Conference on Refugees in Geneva in June 1979. UNHCR also took charge of the organisation of the repatriation of refugees to Zimbabwe, and is continuing to assist in the re-settlement of refugees from Hong Kong.

In addition to the biographical note, I also enclose a short background summary on the history and organisation of UNHCR.

Yours ever

Roderic Lyne

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Private Secretary

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HARTLING, POUL

UN High Commissioner for Refugees (UNHCR) since December 1977. Rank: USG.

Danish. Born 1914 in Copenhagen. Graduated with a degree in Divinity in 1939. Mr Hartling was Minister for Foreign Affairs of Denmark from 1968-71 and Prime Minister from 1973-75. During the early years of his career he was active in several fields of service in the Church and conducted courses at the University of Copenhagen. From 1950-68 he was Principal of Zahle's Teachers' Training College in Copenhagen. Mr Hartling became a Member of Parliament in 1957 and was Chairman of the Danish Liberal Party from 1965 until his election as High Commissioner. He was a member of the Nordic Council from 1964-68 and again since 1971, and a President of the Nordic Council from 1966-68 and again in 1977. He served on the Board of Directors of the National Bank from 1966-68. He has been active in work for refugees in Denmark throughout his career. He served for many years on the Board of the Danish Inter-Church Aid and was one of the founders and active supporters of the Danish Refugee Council. In December 1977, the UN General Assembly elected him as UNHCR for a 5-year term in succession to Prince Sadruddin Aga Khan who had been High Commissioner for 12 years. Mr Hartling is the author of several books and publications.

He has proved effective, particularly as a fund-raiser. He gets on well with government leaders, perhaps less well with his staff. He is pleasant and helpful and determined to do a good job.

Married. Mrs Hartling is a medical doctor. They have four children.

UNHCR: HISTORY AND ORGANISATION

UNHCR was established on 1 January 1951 for an initial term of three years by General Assembly Resolution 319(IV) of 3 December 1949, the ninth in a series of organisations set up since the First World War. In 1921 the Council of the League of Nations appointed the explorer Dr Nansen as High Commissioner for Russian Refugees. (He subsequently gave his name to the medal which UNHCR award annually to the person or country which has done most for refugees; last year President Giscard received it on behalf of France.) The League established a High Commissioner for Refugees on 30 September 1938. UNHCR's immediate post-war predecessor was the International Refugee Organisation set up by the General Assembly on 15 December 1946. The Statute of UNHCR was finally adopted as an Annex to General Assembly Resolution 428(V) on 14 December 1950. The main purpose of establishing UNHCR was 'to provide the necessary legal protection for refugees', although the High Commissioner was also empowered to distribute 'any funds public or private which he may receive'.

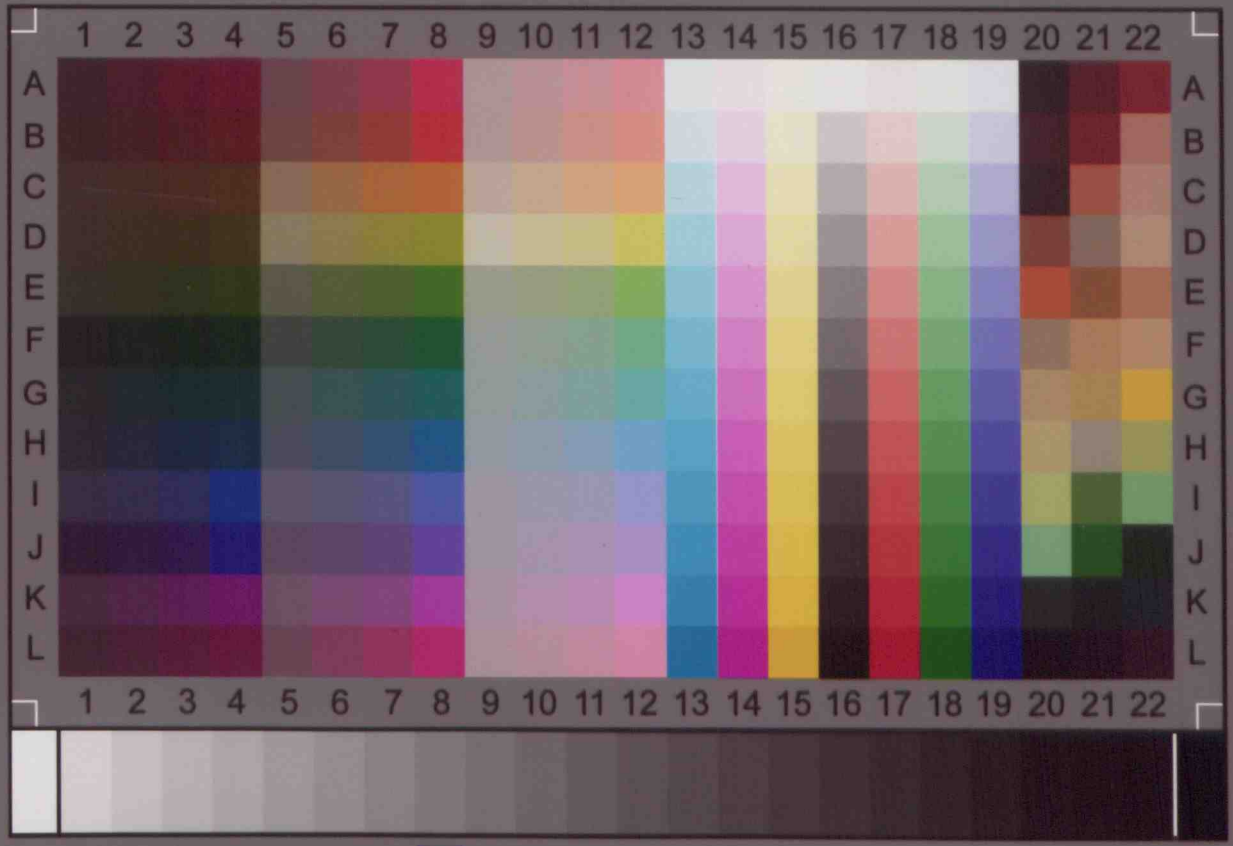
The life of the Office has been repeatedly extended five years at a time and its latest term will expire on 31 December 1983. UNHCR is a subsidiary organ of the General Assembly to which the High Commissioner submits his annual report through the Economic and Social Council. In practice, it operates as an autonomous body. The New York Secretariat exercises some supervision over its budgetary arrangements and staffing as 40% of the administrative posts (297) at headquarters are financed from the regular budget.

Mr Poul Hartling, the present High Commissioner and a former Danish Prime Minister, was appointed by the Secretary-General

/for

for a five year term of office on 1 January 1978. His predecessor was Prince Sadruddin Aga Khan, who held the position for twelve years. In 1954 UNHCR was awarded the Nobel Peace Prize.

The Executive Committee of the High Commissioner's Programme meets every October. It was first established by ECOSOC on 30 April 1958 with a membership of 24 states and this was subsequently enlarged to 31 and in 1979 to 40. Members are chosen on a permanent basis (there are no elections) for their 'demonstrated interest' in refugee matters with some consideration given to equitable geographical distribution except that the Soviet bloc countries, who are not parties to the 1951 Convention and the 1967 Protocol relating to the Status of Refugees, have never associated themselves with UNHCR. Yugoslavia, however, is a member and China became an active member in 1979. Each year the Executive Committee edges closer to the political arena and there are always clashes between for example, Morocco and Algeria. Last year the Committee drew back from the abyss by a decision to ask other fora to examine the 'root causes' of refugee situations. How long it can resist total politicisation is anyone's guess but much will depend upon the Chairman at each session and the behind-the-scenes management of the Secretariat. The UK has always been a member.



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