

distribution of food and other relief items should be made directly to individuals or family heads by the United Nations agencies or non-governmental organizations (NGOs) and not through the intermediary of "leaders". Whenever possible, there should be a permanent presence of international humanitarian staff in or very near the camp. Particular attention will also need to be given to ensuring that the presence of refugees does not impact negatively on the economy of the region hosting them and on the welfare of nationals. UNHCR will incorporate more systematically these concerns into its internal procedures, training modules, standard instructions and guidelines for programming (including a budgetary provision for security in the new budget structure) and reporting on both protection and assistance as well as in its emergency preparedness and response systems.

12. Additional consideration must also be given to the ways in which the international community can assist host authorities to separate military and civilian elements who arrive during an influx. The international community should also be prepared to assist host countries in this regard through quartering, disarming and demobilizing military elements pending their return to their home country. UNHCR should encourage and assist host countries to carry out refugee status determination procedures and, as necessary, to apply the exclusion clauses of international and regional refugee instruments. The difficulties of individual status determination in situations of mass influx should, however, not be underestimated. On the other hand, it must be stressed that former combatants who renounce their military status and abide by their obligations as refugees should not be penalized. Mechanisms will need to be developed to register them appropriately and monitor their continued presence in camps, as well as their behaviour.

13. When the resources of host States are overwhelmed by security problems in refugee populated areas, a strategy of cooperation with national law enforcement authorities may be required. These programmes put the emphasis on the primary responsibility of host States to ensure the security and civilian and humanitarian character of refugee camps and settlements, while recognizing that the presence of refugees places an important and unexpected burden on limited national resources. Such special efforts, however, should remain an exception and be implemented only after a careful assessment of the situation.

14. Cooperation programmes with national police forces are already in place in Kenya and the United Republic of Tanzania. UNHCR provides material support for the deployment of some 130 police officers in camps in Kenya and 278 in those of the United Republic of Tanzania for the purpose of ensuring law and order and, in the case of the United Republic of Tanzania, to also monitor activities which would be contrary to the obligations of the refugees under the 1969 OAU Refugee Convention. A similar formula was tested in 1995 and 1996 in the camps then located in the Kivu area of the Democratic Republic of the Congo. All of these experiences have stressed the importance of successfully developing targeted training for the cooperating national force and to exercise, with the full consent of the authorities, a monitoring role of the basic policing and humanitarian standards being enforced. In the Democratic Republic of the Congo, the management of this liaison function was ensured by an international "Liaison Group", composed of up to 35 army and police officers, made available by or through a number of Governments. UNHCR is in the process of examining various past and current experiences, with a view to developing a model for the management of this necessary interface or liaison function between UNHCR and the national force which has been deployed under a programme of cooperation for security.

(b) The "medium" options: deployment of civilian or police monitors

15. A number of intermediate options have been examined during UNHCR/DPKO discussions and multilateral discussions among Member States which led to the adoption of the Security Council resolution S/RES/1208. These have included various measures, such as the utilization of private security firms, the direct hiring of security personnel and the deployment of civilian or police monitors. These measures go beyond the strict competence of humanitarian organizations such as UNHCR, but fall short of deploying an external military force.

16. UNHCR has expressed its reservations regarding the deployment of private security firms or the hiring of armed security personnel in a humanitarian operation, on the grounds of principle, accountability and the financial cost. Such arrangements also detract from the host States' responsibility to ensure the security, and civilian and humanitarian character of refugee camps and refugee populated areas.

17. To deploy multi-national civilian observers in a refugee situation would be a novel and potentially useful proposition. International observers could be invited, with the consent of the host State, to conduct monitoring missions when there are reasons to suspect the presence of arms and armed elements in refugee camps. The purpose of these monitoring missions would be to assess and report on the security situation to the Secretary-General and, through him, to the Security Council. The type of international observers and their terms of reference would depend on the nature of the security needs in a refugee populated area. The information collected by international observers would lend objectivity and credibility to the on-going or subsequent efforts of the international community to mobilize the necessary support to restore the security and civilian and humanitarian character of refugee camps and settlements.

18. The current Kosovo Verification Mission (KVM) in Federal Republic of Yugoslavia also offers a model for the deployment of civilian observers and will need to be continually assessed. The Organization for Security and Cooperation in Europe (OSCE) is tasked to provide a mission of some 2,000 multi-national civilian monitors to verify the security situation and compliance by all parties with Security Council resolution S/RES/1199 of 23 September 1998. This resolution requires the withdrawal of security forces to pre-conflict levels and the