

CONTENTS

<i>Table of Treaties and Other International Instruments</i>	xxiii
<i>Table of Cases</i>	xxix
<i>Selected Abbreviations</i>	xxxvii

PART 1: REFUGEES

Chapter 1 DEFINITION AND DESCRIPTION	3
1. Refugees	3
2. Refugees defined in international instruments 1922–46	4
3. Refugees for the purposes of the United Nations	7
3.1 Statute of the United Nations High Commissioner for Refugees (UNHCR)	7
3.2 Development of the statutory definition and extension of the mandate	8
4. Refugees in the sense of the 1951 Convention and the 1967 Protocol relating to the Status of Refugees	18
5. Regional approaches	20
6. Refugees in municipal law: some examples	21
7. 'Refugees' and international obligations	25
8. Summary conclusions on the refugee definition for the purposes of general international law	29
Chapter 2 DETERMINATION OF REFUGEE STATUS: ANALYSIS AND APPLICATION	32
1. Respective competence of UNHCR and of States parties to the Convention and Protocol	32
2. Determination of refugee status by UNHCR	33
3. Determination of refugee status by States	34
4. Preliminary analysis of the definition	40
4.1 General matters	40
4.1.1 Statelessness	41
4.2 Reasons for persecution	43
4.2.1 Race	43
4.2.2 Religion	44
4.2.3 Nationality	45
4.2.4 Membership of a particular social group	46

4.2.5 Political opinion	48
4.3 Initial problems of interpretation and application	49
4.3.1 Fear, intent and motive, and the rationale for persecution	50
4.3.2 Persecution and laws of general application	52
4.3.2.1 'Republikflucht'	53
4.3.2.2 Conscientious objectors	54
4.3.2.3 Political and non-political offenders	59
5. Persecution	66
5.1 Protected interests	68
5.2 The ways and means of persecution	69
5.2.1 Agents of persecution and non-State entities	70
5.2.1.1 Agents of persecution and State responsibility	73
5.2.2 Internal flight alternative	74
5.2.3 Flight from civil war	75
5.2.4 The individual and the group	76
6. Persecution and lack of protection	77
Chapter 3 LOSS AND DENIAL OF REFUGEE STATUS AND ITS BENEFITS	80
1. Voluntary acts of the individual	80
2. Change of circumstances	84
3. Protection or assistance by other States or United Nations agencies	88
3.1 The country of first asylum principle	88
3.2 Refugees receiving United Nations protection and assistance	91
3.3 Other refugees not considered to require international protection	93
4. Undeserving cases	95
4.1 Crimes against peace, war crimes, and crimes against humanity	95
4.1.1 The drafting history of article 1F(a)	95
4.1.2 The scope of article 1F(a)	97
4.1.2.1 Crimes against peace	97
4.1.2.2 War crimes	98
4.1.2.3 Crimes against humanity	99
4.1.3 Individual responsibility	100
4.2 Serious non-political crimes	101
4.2.1 The drafting history of article 1F(b)	101
4.2.1.1 The relation to extradition	103
4.2.1.2 'Serious' and 'non-political'	104
4.3 Acts contrary to the purposes and principles of the United Nations	108
4.3.1 The drafting history of article 1F(c)	108

4.3.2 The 'purposes and principles of the United Nations'	109
4.3.2.1 Individuals and persons acting on behalf of the State	110
4.3.3 Article 1F(c) in brief	114

PART 2: ASYLUM

Chapter 4 NON-REFOULEMENT	117
1. Evolution of the principle	117
2. Relation of the principle of <i>non-refoulement</i> to particular issues	121
2.1 Admission and non-rejection at the frontier	121
2.2 Conventions and agreements	124
2.3 Declarations and resolutions	126
2.4 The UNHCR Executive Committee Conclusions on International Protection	127
2.5 State views and State practice	129
2.5.1 State views	129
2.5.2 State practice: some aspects	132
2.6 The principle and the commentators	134
3. The scope of the principle of <i>non-refoulement</i>	137
3.1 Personal scope	137
3.1.1 The question of risk	138
3.2 Exceptions to the principle of <i>non-refoulement</i>	139
3.3 Time and place, ways and means	141
3.3.1 Extraterritorial application	141
3.3.2 'International zones'	145
3.3.3 ' <i>Non-refoulement</i> ' and extradition	147
3.3.4 ' <i>Non-refoulement</i> ' and expulsion	151
3.3.5 ' <i>Non-refoulement</i> ' and illegal entry	152
3.3.6 ' <i>Non-refoulement</i> ' and the Committee against Torture	153
4. Measures not amounting to <i>refoulement</i>	155
4.1 Stowaways	155
4.2 Rescue-at-sea	157
4.3 Arrival of asylum seekers by boat	161
4.3.1 Internal waters and the territorial sea	162
4.3.2 The contiguous zone	164
4.3.3 The consequences of enforcement action	166
5. <i>Non-refoulement</i> , access to procedures and 'safe' countries	167
6. The principle of <i>non-refoulement</i> in general international law	167
6.1 <i>Non-refoulement</i> or refuge beyond the 1951 Convention/1967 Protocol	170

Chapter 5 THE CONCEPT OF ASYLUM	173
1. Introduction	173
2. Asylum in international conventions, other instruments and acts: 1945–70	174
3. A decade of drafts and more: 1971–85	179
3.1 Flight and response	182
4. A decade of disillusion: 1986–95	185
4.1 A summary of causes	189
4.2 A summary of responses	191
4.3 A summary analysis of effects	193
5. <i>Non-refoulement</i> and asylum in cases of mass influx	195
5.1 Temporary refuge: the background	196
5.2 From temporary refuge to temporary protection	199
6. Conclusions	202

PART 3: PROTECTION

Chapter 6 INTERNATIONAL PROTECTION	207
1. International institutions	207
1.1 The Office of the United Nations High Commissioner for Refugees (UNHCR)	212
1.1.1 Relation of UNHCR to the General Assembly and its standing in general international law	214
1.2 The United Nations Relief and Works Agency for Palestinian Refugees in the Near East (UNRWA)	220
1.3 The complementary role of UN agencies	222
1.3.1 Strengthening the co-ordination of UN humanitarian emergency assistance	223
1.4 Other international and intergovernmental organizations and agencies	225
1.4.1 International Organization for Migration (IOM)	225
1.4.2 International Committee of the Red Cross	227
1.4.3 Regional organizations	228
1.4.4 Non-governmental organizations (NGOs)	229
2. The protection of refugees in international law	230
2.1 General international law	231
2.2 Treaties and municipal law	234
3. A note on nationality issues affecting Palestinians	241
3.1 The ‘nationality’ of Palestinians	241
3.2 Palestinians, statelessness and protection	243
Chapter 7 PROTECTION, SOLUTIONS, PREVENTION AND CO-OPERATION	247
1. General protection issues	247

1.1 Detention	247
1.1.1 Detention and mass influx	251
1.2 Access	251
1.3 Personal security and related measures	253
1.3.1 Refugees and asylum seekers	254
1.3.2 Women refugees	255
1.3.3 Child refugees	257
1.3.4 Relief workers	262
2. Internally displaced persons (IDPs)	264
3. Solutions and prevention	268
3.1 Voluntary repatriation	270
3.1.1 Facilitating and promoting	273
3.2 Safe return	275
3.3 Resettlement	276
3.4 Assistance and development	281
3.5 'Preventive protection'	282
3.5.1 Fact-finding and the resolution of disputes	283
3.5.2 The United Nations and its possibilities	285
3.5.3 UNHCR and 'preventive protection'	286
3.5.4 Prevention and the refugee dimension	288
3.5.5 Prevention: some preliminary conclusions	290
4. International co-operation	291
Chapter 8 TREATY STANDARDS	296
1. The 1951 Convention and the 1967 Protocol relating to the Status of Refugees	296
1.1 Required standards of treatment	298
1.2 Standards applicable to refugees as refugees	299
1.2.1 The Convention Travel Document: article 28	302
1.1.2 Treatment of refugees entering illegally: article 31	305
1.2.3 Expulsion of refugees: article 32	306
1.2.4 <i>Non-refoulement</i> : article 33	307
1.3 The criteria of entitlement to treatment in accordance with the Convention	307
1.3.1 Simple presence	307
1.3.2 Lawful presence	307
1.3.3 Lawful residence	308
1.3.4 Habitual residence	309
2. Refugees as the beneficiaries of other instruments, including regional agreements	311
2.1 Universal treaty monitoring bodies	313
2.2 Regional treaty monitoring bodies	314
2.2.1 Refugees, asylum seekers and the European Convention: an assessment	315

2.3 Refugees and the responsibility of asylum States	322
Chapter 9 PROTECTION IN MUNICIPAL LAW	324
1. Definitions and procedures	325
1.1 Refugee status and asylum procedures: general standards	325
1.2 The role of UNHCR in national procedures	327
1.3 Due process in the determination of refugee status	328
1.3.1 Appeal or review	331
2. The determination process	332
2.1 Admissibility and preliminary questions	332
2.1.1 Jurisdictional issues: identifying the State responsible for determining a claim	333
2.1.2 Substantive issues: manifestly unfounded claims and the 'safe country of origin' exception	344
2.2 Getting to 'Yes'; Getting to 'No'	349
2.2.1 The interview, examination or hearing	350
2.2.2 Uses and abuses of country and other information	352
2.2.3 Assessing credibility and drawing inferences from the evidence	354
3. Selected issues	356
3.1 Children as asylum seekers	356
3.2 Emergent social groups	358
3.2.1 The possible categories of social group	359
3.2.2 The categories of association	360
3.2.3 Common victimization	362
3.2.4 Women, social group and refugee status	362
3.2.5 A social view of 'social group'	365
3.3 Interpretation of international instruments: the uses and limits of <i>travaux préparatoires</i>	366
4. The status of refugees and the termination of refugee status in municipal law	368
4.1 The principle of acquired rights	370
4.2 Refugee status and the opposability of decisions	371
ANNEXES	373
Table of Contents	375
Annexe 1 Basic Instruments	379
Annexe 2 Selected Regional Instruments	429
Annexe 3 UNHCR Executive Committee: selected Conclusions on International Protection	471
Annexe 4 Miscellaneous Texts	510
Annexe 5 Comprehensive Arrangements for Refugees	534

Annexe 6 States Parties to the 1951 Convention, the 1967 Protocol, and the 1969 OAU Convention; Delegations participating in the 1984 Cartagena Declaration; and Members of the Executive Committee of the High Commissioner's Programme (at 31 December 1995)	548
<i>Select Bibliography</i>	551
<i>Index</i>	575