

EUROPEAN PARLIAMENT

# Working Documents

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## Report

drawn up on behalf of the Committee on  
Development and Cooperation

on assistance to refugees in developing countries

Rapporteur: Mrs R. DURY



By letter of 7 October 1982 the Committee on Development and Cooperation requested authorisation to draw up a report on assistance to refugees in developing countries.

Authorisation was given by letter of 9 November 1982. The Political Affairs Committee and the Legal Affairs Committee were consulted for their opinions.

On 1 December 1982 the Committee on Development and Cooperation appointed Mrs Dury rapporteur.

It considered the draft report at its meetings of 16 March 1983, 29 September 1983 and 18 October 1983. It unanimously adopted the motion for a resolution at its meeting of 18 October 1983.

Present: Mr Bersani, Vice-Chairman, Acting Chairman; Mr Denis, Vice-Chairman; Mrs Dury, rapporteur; Mrs Caretoni-Romagnoli, Mr Cohen, Mr Enright, Mr Fellermaier, Mr Ferrero, Mr Irmer, Mr C. Jackson, Mr Narducci and Mrs Rabbethge.

The Legal Affairs Committee decided not to present an opinion.

The opinion of the Political Affairs Committee is attached.

The report was tabled in its final version on 21 October 1983.

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A

The Committee on Development and Cooperation hereby submits to the European Parliament the following motion for a resolution, together with explanatory statement

MOTION FOR A RESOLUTION

on assistance to refugees in developing countries

The European Parliament,

- having regard to the report of the Committee on Development and Cooperation and the opinion of the Political Affairs Committee (Doc. 1-929/83);
- having regard to its resolutions
  - of 18 January 1980 on the situation in Afghanistan<sup>1</sup>
  - of 15 February 1980 on the decision concluding the Convention between the EEC and UNRWA on aid to refugees in the countries of the Near East, and on a regulation on the supply of sugar to UNRWA as food aid<sup>2</sup>
  - of 15 April 1980 on food aid to Cambodia and the South East Asian Refugees<sup>3</sup>
  - of 11 July 1980 on the dramatic situation of refugees, especially the children amongst them, in the Horn of Africa<sup>4</sup>
  - of 18 September 1980 on the campaign to eliminate hunger in the world<sup>5</sup>
  - of 20 April 1982 on the proposals for regulations concerning food aid in 1982<sup>6</sup>

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<sup>1</sup> Report by Sir Fred Warner, OJ No C34 of 11.2.1980, p.110

<sup>2</sup> Report by Mr Enright, OJ No C59 of 10.3.1980, p.70

<sup>3</sup> Report by Mr Wawrzik, OJ No C117 of 12.5.1980, p.16

<sup>4</sup> Report by Mr Marshall, OJ No C197 of 18.8.1980, p.81

<sup>5</sup> Report by Mr Ferrero, OJ No C265 of 13.10.1980, p.37

<sup>6</sup> Report by Mr Lezzi, OJ No. C125 of 17.5.1982, p.24

- of 16 June 1982 on the situation in Afghanistan<sup>7</sup>
  - of 17 June 1982 on measures following the European Parliament's debate on World Hunger<sup>8</sup>,
  - having regard to the Convention Relating to the Status of Refugees adopted on 28 July 1951 by the United Nations Conference on the Status of Refugees and Stateless Persons,
  - whereas it is essential to safeguard people's right to live in their own regions,
- (a) noting that there are at present some 16 million refugees and displaced persons in the world, of which over 14 million are in the developing countries;
1. Calls on the European Community and the Member States to take specific initiatives to encourage any peaceful solution to political conflict or wars which lead to the displacement of people; and asks the Foreign Ministers meeting in political cooperation to discuss the refugee problem;
  2. Urges the Community to intensify its development cooperation efforts so that people are not compelled, because of economic or climatic upheavals, to leave their native regions or countries;
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3. Is conscious that the very real and specific situations of refugees and displaced persons create needs which can only be met by substantial efforts on the part of the industrialized countries, including the European Community and its Member States;
  4. Recognises the considerable strain that a large refugee population imposes on the administrative and economic resources of the 'host' developing countries;
  5. Pays tribute to the work accomplished on behalf of refugees: the specialist agencies of the United Nations, notably the Office of the United Nations High Commissioner for Refugees, the United Nations Relief and Works Agency for Palestine refugees in the Near East, the International Red Cross, and the many non-governmental organizations operating in this field;

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<sup>7</sup> Report by Mr Israel, OJ No. C 182 of 19.7.82, p.43

<sup>8</sup> Report by Mr Michel, OJ No. C 182 of 19.7.82, p.74

6. Particularly appreciates the Community's efforts to date to deal with the initial emergency phase following the influx of refugees through emergency aid both under Article 950 of the General Budget of the European Community and Article 135 of the Convention of Lomé II;
7. Is pleased to note that the European Community contributes substantial sums to programmes and projects for the relief of refugees, but calls for greater future efforts in this regard;
8. Endorses the Community's policy of working through specialised bodies and agencies or the NGO's, such as those referred to in Paragraph 5, which have built up considerable expertise in the relief of refugees;
9. Notes, nevertheless, that Community measures do not sufficiently cover the subsistence and integration phases and that, moreover, the severance of emergency aid after six months causes enormous difficulties in the refugee camps;
10. Desires that Community action should be part of an approach intended to transform the 'subsistence' phase into a 'self-sufficiency' phase, or a phase in which the refugees' dependence is reduced; preparation for their re-settlement will consist of measures designed in particular to develop self-sufficiency through agricultural production, to encourage basic education and vocational training and provide a decent level of health and hygiene; at the same time the greatest possible level of self-organization by refugees should be encouraged;
11. Proposes that the Community implement these objectives by utilizing more fully the possibilities available to it within the framework of its development cooperation policy and also by deploying new instruments;
12. Proposes that in the context of the future Convention associating the European Community with the ACP States, the EDF indicative programmes and in particular the regional programmes can provide for specific measures in favour of refugees, over and above the resources allocated to the individual countries;
13. Advocates that, in connection with assistance for non-associated developing countries, a new Article 936 should be added to the budget to be used specifically for projects to assist refugees along the lines indicated in paragraph 10;

14. Asks for support to be given under Article 941 for NGO projects in favour of refugees and for detailed administrative procedures to be laid down which take account of the need for continuity of support between the emergency aid phase and the 'self-sufficiency' phase;
15. Considers that a programme financed by the Community to bring about self-sufficiency among refugees and prepare for their re-settlement would be particularly valuable, and asks the Commission to put forward such a programme, accompanied by an appropriate endowment in the general budget for 1984;
16. Stresses, once again, the importance of coordinating all activities in favour of refugees by the Community and by its Member States, both within the Community and with the specialized organizations;
17. Instructs its President to forward this resolution and the report of its committee to the Council and the Commission of the European Communities, the United Nations High Commission for Refugees, the United Nations Relief and Works Agency for Palestinian refugees in the Middle East, the International Committee of the Red Cross, the League of Red Cross Societies and the Liaison Office of Non-Governmental Organizations of the European Community.

EXPLANATORY STATEMENTINTRODUCTION

1. The term 'refugee' was defined by the Convention Relating to the Status of Refugees (adopted on 28 July 1951 by the United Nations Conference on the Status of Refugees and Stateless Persons convened under General Assembly Resolution 429(V) of 14 December 1950), as a person who, owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable, or owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it."

2. The organisation of African Unity subsequently extended the concept of refugee to include persons who are displaced within their countries as a result of events affecting public order such as tribal conflicts, struggles between rival movements, etc. It should be noted that persons who have been forced to leave their homes while remaining within their country of origin are more usually referred to as displaced persons. Taking the definition above, there are some 10 to 11 million refugees and over 5 million displaced persons in the world. Despite the efforts of organisations such as the United Nations High Commissariat for Refugees (UNHCR), it is not possible to have absolutely precise figures for refugees as the situation is continuously changing and the statistics provided by certain developing countries are not always entirely accurate due to administrative deficiencies.

3. While a certain number of persons are obliged to leave their homes as a result of natural disasters such as floods, earthquakes, hurricanes or drought, there is no doubt, however, that by far the greatest proportion of refugees and displaced persons are a consequence of war - international or civil - and political conflict. It is thus evident that the refugee question should ideally

be treated at a political level, and here the European Community and its Member States must face up to their global political responsibilities. It is incumbent on our governments to act both to reduce world tension and thereby the risks of war, and, in the event of war, to ensure that all possible steps be taken to assist the reception, accommodation and return or resettlement of refugees.

4. It is usual to divide the treatment of refugees into the following three distinct phases :

(i) The emergency phase:

Immediately after the influx of refugees, when basic supplies, notably drugs, food, shelter and clothing, are needed at once;

(ii) The subsistence phase:

Pending a durable solution, when, as well as shelter, medical supplies and domestic utensils, a certain degree of education, training and local food production are needed.

(iii) The settlement phase:

When assistance for the development of both physical and social infrastructures in the country of settlement, be it the host country, the recipient country or the country of origin in the case of voluntary repatriation, is required. This may have to be to the benefit both of the local and the refugee population.

THE CURRENT SITUATION WITH REGARD TO REFUGEES

5. Of the estimated 16 million refugees and persons displaced within their own country in the world the overwhelming majority, over 14 million, are to be found in developing countries, in Africa (with approximately half the total number of refugees and displaced persons in the world), Asia, and Latin America.

6. It should be borne in mind that those referred to as refugees include both persons of urban and rural origins with widely varying socio-economic backgrounds that necessitate different solutions to their problems, particularly as far as long-term resettlement is concerned.

7. The International Conference on Assistance to Refugees in Africa (ICARA) held in Geneva in April 1981 estimated that there were over 5 million refugees in the African continent, the greatest concentration being in the Horn of Africa. In March 1982 the UNHCR published a report on the refugee situation in Somalia in which it indicated that according to Somali Government estimates, there were some 350,000 refugees in camps and 650,000 others scattered among the local population.

8. In November 1981 a refugee head-count was carried out by the Somali authorities, UNHCR, donors and voluntary agencies. While no formal results were achieved, as a result of the estimate obtained UNHCR used a planning figure of 700,000 refugees concentrated in or around 35 established camps. The presumed refugee population breakdown was 60% children 15 years of age or younger; 30% female over 15, and 10% male over 15. This imbalance leads to particular problems which are repeated in various other refugee groups in developing countries.

9. In 1981 it was estimated that Djibouti had some 42,000 refugees, a number equivalent to 12% of its population. In all there were some 5 million refugees in the continent in 25 different countries and this figure referred to registered refugees only, and was consequently not exhaustive.

10. At the end of 1981, according to the UNHCR Annual Report, there were some 550,000 refugees in Sudan, including 419,000 Ethiopians, 110 Ugandans, 16,000 Chadians and 5,000 Zaïrois. During the first months of 1982 there was a new influx of refugees from Uganda, bringing the total estimated refugee population to some 570,000 by mid 1982.

11. In Ethiopia the number of refugees, mainly of Sudanese origin, has remained constant at some 11,000; there are more than 300,000 internally displaced persons in Ethiopia receiving assistance, and it is possible that many more, suffering from the effects of invasion and civil war, have left their homes without receiving help.

12. In Asia the situation has been particularly critical for the past 5 years. The longest standing refugee community is that of the Palestinians, who come under the care of the United Nations Relief and Works Agency (UNRWA). There were some 239,000 registered refugees in the Lebanon before the 1982 Israeli invasion, of which some 197,000 were living in Beirut and southern Lebanon.

The total number of refugees registered with UNRWA on 30 June 1982 was 1,925,726. 35% of these were housed in 61 camps throughout the Middle East. As well as the large number of UNRWA-registered refugees living out of camps, there are a considerable number of Palestinians in the Middle East who are effectively refugees but who are not registered with UNRWA and consequently receive no protection or assistance from the Agency. Their number is hard to determine and their situation is particularly precarious at this time.

13. The situation regarding Afghan refugees is particularly dramatic. In June 1982 the Pakistan authorities estimated the number of Afghan refugees on its territory at 2,727,727. With them came some 3 million head of cattle requiring pasture, fodder and enclosures.

14. It is more difficult to estimate the number of Indo-Chinese refugees at present outside their countries of origin. At the end of 1981 the UNHCR estimated the number of Indo-Chinese refugees in Thailand at 192,998, comprising 97,804 Kampucheans, 89,319 Laosians and 5,803 Vietnamese, compared with a total number of 261,185 Indo-Chinese in Thailand at the beginning of that year. This downward trend was mainly due to the significant decrease in arrivals compared with a continuing resettlement effort, and it appears that this hopeful trend has continued in 1982. Indo-Chinese refugees are now spread through several countries, and many others have been re-settled.

15. Latin America has seen a dramatic increase in numbers of refugees over the last decade. In 1982 UNHCR estimated that there were some 205,000 refugees in Central America of whom 181,000 were Salvadorian, with some 29,000 refugees in Honduras (17,000 Salvadorians, 11,000 Nicaraguans and 1,000 Guatemalans), 22,500 refugees in Nicaragua (of whom 22,000 were Salvadorians), 15,000 refugees in Costa Rica, of whom 10,000 were Salvadorians.

16. There is also a considerable number of political refugees in South America including some 26,500 refugees in Argentina.

## THE RELIEF OF REFUGEES

17. While in the camps, refugees should be encouraged, as far as is possible, to organise themselves. This self-organisation is important both for their self-respect and the development of social and administrative structures among the refugees, and to help them to face life after their final return or re-settlement.

18. As indicated in paragraph 4 supra, the relief of refugees is normally divided into three phases, and each of these has its problems. The emergency phase, which might appear to be the most dramatic, and which normally attracts the highest level of media interest, is not necessarily the most difficult to cope with. Organisations specialising in the relief of refugees have developed a high degree of expertise in dealing with such emergency situations and the publicity surrounding the arrival of large numbers of refugees facilitates the acquisition of the necessary financial and material resources required.

19. The subsistence phase which can last for a considerable period of time - many Palestinian refugees have remained in this phase since 1948 - can give rise to very considerable difficulties for the refugees themselves, the organisations responsible for their welfare and the host countries. For the refugees themselves, quite apart from the material difficulties they may undergo, there are the psychological effects of readjustment to a totally new physical, economic and social involvement. Enforced idleness and uncertainty as to the future, can lead to problems in camps. It is in this respect that measures to achieve some element of food self-sufficiency, and training for re-settlement, are so important.

20. For the organisations involved in caring for refugees, the subsistence phase, particularly if it is protracted over many years, can give rise to financial difficulties as the initial enthusiasm of donors rapidly wanes with the diminution of press coverage. As well as the financial and material difficulties, there can be political and socio-economic problems resulting from ill-advised temporary re-settlement policies taken when camps were founded. It is not unusual for camps to be totally isolated from the tissue of the society in which they are placed. Tensions inevitably rise when in developing countries refugees are seen to enjoy a far higher level of medical care, sanitation, nutrition and even accommodation than the local inhabitants. There is similarly a danger in providing refugees with higher levels of services than those to which they were accustomed, as re-settlement involving a return to their former conditions could be rendered more difficult than would otherwise be the case.

21. Such over-equipment and the provision of services far superior to those pertaining locally can lead to friction between refugees and the inhabitants of the areas in which the camps are situated. Even where no such disparity exists, when considerable numbers of refugees are installed in any location, tensions with the original inhabitants are inevitable. In many developing countries there is pressure on arable and grazing land and naturally there is resentment against newcomers particularly when these are of different ethnic and linguistic origins.

22. At political and administrative levels refugees pose considerable problems for governments in those countries in which they are living. Somalia, for example, has a total population of some 3.65 million. If one takes the refugee population (Inside and outside camps) at somewhere over 1 million one can see the strain that this must impose on a government already facing difficulties. It should furthermore be noted that the great majority of refugees are in the poorer developing countries which frequently find themselves involved in costly military expenditure due to their participation in, or proximity to, conflicts. It would be quite impossible for the government of most developing countries to deal with a major influx of refugees without the assistance of external funds and organisations. In the early stages of refugee influx certain countries, notably the Sudan, made a real effort to deal with the problem with the minimum of external assistance but were obliged, due to the magnitude of the task, to seek outside help from specialist bodies.

23. The settlement phase is probable the most difficult of all and standard solutions do not exist. In some cases, e.g. Palestinian refugees, a definitive settlement would be dependent on a political solution which is unlikely to be achieved in the immediate future.

24. A prerequisite for a final settlement is the provision of training. Refugees must be prepared in advanced for the new lives in which they will enter, and previously acquired skills can be lost during years of relative inactivity in camps. In this respect the production of their own food by refugees and the development of commercial and artisanal undertakings among refugees is to be encouraged. Here a distinction must be made between refugees of urban and of rural origins as the ultimate re-settlement targets of the two groups should be different, and training must take account of such differences.

25. Re-settlement takes three principal forms :

- (i) voluntary return to the country from which the refugees have come,
- (ii) permanent settlement in the host country, or
- (iii) permanent settlement in a country which has agreed to take in a certain number of refugees.

In the case of (iii) above the recipient country may well be an industrialised nation. In this case re-settlement for poor third world refugees can be particularly difficult as it means integration into a considerably different society from that which they have left. Careful training is all the more necessary in such cases.

#### THE PRINCIPAL ORGANISATIONS WORKING WITH REFUGEES

26. The most important of the organisations working with refugees is the UNHCR. At its first working session in 1946 the United Nations General Assembly adopted a resolution on refugees and, consequently, at its second session the General Assembly decided to set up the International Organisation for Refugees (IOR) with the task of assisting and, where possible, repatriating 21 million refugees, displaced persons and prisoners of war, dispersed throughout Europe. It was originally intended that the International Organisation for Refugees should have a temporary mandate. It soon became obvious, however, that the refugee problem was not a temporary phenomenon and that a more permanent organisation, which would be financed by all the Member States of the United Nations would be necessary. As a result the UNHCR was established in January 1951 for an initial period of 3 years. The HCR is a subsidiary organ of the General Assembly with a status analogous to UNICEF or the UNDP. Since 1954 the mandate of the UNHCR has been repeatedly prolonged for 5-year periods.

27. The UNHCR is based in Geneva and its current High Commissioner is Mr Poul Hartling of Denmark. Its statute stipulates that the organisation is humanitarian, social and non-political. The organisation deals with all refugees other than those coming under the care of UNRWA.

28. The main functions of the UNHCR are the protection of refugees and the search for durable solutions to their problems. In addition, it encourages the adoption and application of international norms for the treatment of refugees, and works in areas such as employment, education, freedom of movement and the provision of guarantees against the obligation to return to a country in which the refugee

fears possible persecution. At the same time the HCR facilitates the freely consented repatriation of refugees and their permanent re-settlement. The most important instruments at the disposal of the UNHCR are the UN Convention Relating to the Status of Refugees of 1951, the Protocol Relating to the Status of Refugees of 1967 and the Convention on African Refugees adopted by the Organisation of African Unity in 1969.

29. The UNHCR provides material assistance for refugees and displaced persons in collaboration with, and following a request from the government of the country of asylum. The HCR contributes to the financing of camps and projects and the provision of administrative and technical expertise. Where possible, and more particularly in Africa, the HCR has helped refugees' installation in rural areas through the creation of new rural communities. This can involve the construction or improvement of access roads and the provision of assistance with agriculture stock rearing and fisheries, the construction of schools, dispensaries and communal centres, and the provision of agricultural and household implements. The HCR has also assisted the foundation of cooperatives and small local industries, and has provided scholarships to enable refugee children to obtain secondary education. Since its foundation, it is estimated that the HCR has assisted some 25 million refugees and displaced persons.

30. Within the United Nations system the HCR works with other competent bodies such as the FAO, UNESCO, UNICEF and, in the case of professional training, with the ILO. The FAO and the World Food Programme have cooperated in the case of permanent installation. The HCR works particularly closely with the UNDP, and in regions where the HCR is not represented and where the number of refugees would not merit such representation the UNDP acts on behalf of the HCR and administers projects financed by the latter. In addition, the HCR works closely with Non-Governmental Organisations.

31. United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) was founded in 1949. Its task is to provide education, health and relief services to registered Palestinian refugees in the Near East. It all it cares for some 1,926,000 refugees both in and out of camps in Jordan, the Gaza Strip, Lebanon, Syria and the Israeli-occupied West Bank of the Jordan (see para 10 supra). As well as schools, UNRWA organises 4 teacher training centres to

provide staff for its own school system, and in 1981 awarded 351 university scholarships.

32. UNRWA runs over 100 health units and handles relief and rations for refugees in the 61 camps which house about 35% of the registered refugee population. The recent Israeli invasion of the Lebanon has caused particular difficulties for UNRWA. As well as camps being destroyed and refugees killed and dispersed, several UNRWA staff have been arrested and detained by the Israeli authorities.

33. UNRWA is financed by contributions from 72 governments but, partly as a result of the emergency in the Lebanon, it appears probable that its budget for 1983 will be very seriously in deficit.

34. The International Red Cross, while not primarily intended as a body to deal with refugees, does valuable work in this field particularly during the first "emergency phase". The International Red Cross includes the International Committee of the Red Cross, the League of Red Cross Societies and the National Red Cross and Red Crescent Societies operate in very many countries. The Red Cross internationally distributes assistance to refugees in need and attempts, through its "Agence Centrale de Recherches" to trace both military personnel and civilians missing as a result of conflict.

35. A large number of Non-Governmental Organisations are involved in work with refugees. These organise camps, provide finance, medical assistance, education and training and emergency relief. Your rapporteur does not wish to cite individual NGOs at this stage as this could be taken as an element of preference for one organisation or another but it must be emphasised that they play a particularly valuable role even though on occasions their multiplicity leads to duplication of effort, and there is a real need for proper coordination, perhaps through the UNHCR, of their efforts.

#### THE EUROPEAN COMMUNITY AND REFUGEES IN DEVELOPING COUNTRIES

##### Review of Community aid for refugees

36. The European Community and its Member States are major donors to organisations and programmes for the relief of refugees. In 1971 the Community and its Member States agreed to commit some 170 million US\$ for refugees and displaced persons in Africa alone and the Community and its Member States are now, in most years, the largest contributors to the budget of UNHCR.

37. Community assistance is mainly given indirectly in the form of donations, the actual work with refugees (organising of camps, relief, rehabilitation, etc.) being carried out by competent bodies such as those outlined in the preceding section of this report.

38. In the emergency phase<sup>(1)</sup> the Community can give emergency aid under Article 950 of the Budget of the European Communities and, to the ACP States, under Article 135 of the Convention of Lomé II. The duration of such emergency aid must not exceed six months. Such aid can be particularly rapidly mobilised by accelerated procedures and can reach its destination within a week. As well as emergency food aid this can take the form of financial assistance and the provision of material help (tents, blankets, medicines, etc.).

39. Emergency aid may be channelled through the governments receiving the refugees, specialist organizations such as the UNHCR, and non-governmental organizations. The rapporteur is convinced that the Community has made a particularly valuable contribution in the form of aid to many refugees over the last few years. Nevertheless the most acute problems are raised by the subsistence phase.

40. With regard to the subsistence phase, Community aid is virtually limited to food aid (Chapter 92 of the budget). Aid to the UNRWA is also included in the budget (under Article 926) and in the 1983 budget an attempt <sup>WRA</sup> ~~has been~~ made to provide additional aid to that organization under the new Article 959 which, in the end, only received a token entry as a result of Council opposition. The Community has already supplied aid in the subsistence phase to refugees in non-associated developing countries through financial and technical aid programmes to non-associated developing countries (Article 930). It should be noted that 7 to 10% of the appropriations allocated each year to this programme constitute a disaster fund which can be used as aid to refugees and, unlike emergency aid, is not confined to 6 months. With regard to the ACP countries, there is no special mention of refugees in the Second Lomé Convention. However, it should be remembered that contributions by country under the European Development Fund are limited, and any decision to finance a refugee aid project implies that the 'host' country concerned will have less substantial resources for projects concerning its own citizens. Hence it is not surprising that the European Development Fund should only have been used once so far to finance a project of this sort (Namibians in Zambia).

(1) See Annex I

41. The non-governmental organizations make a considerable contribution to refugee aid and the Community has supported several refugee aid projects established by these organizations under Article 941 of the budget, appropriations for which have been increased repeatedly following pressure from the European Parliament.

42. The third phase of refugee aid, concerning their final resettlement, is also the subject of Community aid (emergency aid and emergency food aid). The Community considers that this support is necessary, at the beginning of the phase, where resettled refugees are still unable to produce enough food for their own requirements. In addition, the Community has the option to intervene through aid to non-associated developing countries, through projects financed by the European Development Fund, and through the action of non-governmental organizations to encourage the resettlement of refugees in associated and non-associated countries.

43. Although support can be granted from the European Development Fund to refugee aid projects during the subsistence and resettlement phases, as already mentioned, only one project of this type has been financed in this way so far. Hence there is a need to examine:

- (a) the way in which a larger number of ACP States can be encouraged to propose aid for refugee projects, and
- (b) the type of projects which would be most suitable.

44. As regards the first point (paragraph 43(a) above), it is clear that the present Convention does little to encourage use of the appropriations in the European Development Fund to finance refugee aid. There is no mention of refugees in the Convention, although this does contain a list of all the objectives for which the Fund may be used. It would seem particularly desirable for the new Convention between the Community and the ACP States to make special reference to the possibility of using the European Development Fund to finance refugee aid projects under the article equivalent to Article 92(2) of the Second Lomé Convention.

45. Since the financial resources of the European Development Fund are limited for each country, there is implicit pressure at present on each of the ACP States' governments to use the funds allocated to them for the benefit of their own citizens. One way of encouraging the use of the Regional Fund for refugee aid would be to allow Fund resources to be allocated to assist refugee projects following an application by one or more of the countries concerned (unlike aid for other regional projects, for which at least two countries must apply). This could be justified by the fact that refugees are international by definition. If the Regional Fund were used in this way, its size would have to be increased, so that the assistance granted for programmes and projects in favour of refugees would not reduce the amount of resources available for other regional programmes and projects.

46. Objectives and nature of measures on behalf of refugees

This report has repeatedly drawn attention to the need to use not only the European Development Fund but also the budget of the European Communities to finance refugee aid projects. The rapporteur now wishes to consider the objectives and nature of such programmes.

47. When they arrive in the host country refugees are generally almost entirely dependent on those organizing the relief. Frequently in bad health, having left behind their means of existence, and suffering psychologically from the experiences which induced them to seek refuge elsewhere, the refugees have an immediate need for food, medical care and shelter. It should be remembered that in this emergency phase the European Community only assists for a period of 6 months.

48. However, the subsistence phase implies a need for constructive programmes. The main objective of projects during the subsistence phase should be to enable the refugees ideally to attain, a position of self-sufficiency, or at least to reduce their dependence.

49. In the absence of programmes meeting this objective refugees are not only completely dependent on external aid but also lose any chance of controlling their own destiny and reacting to events, with which they are thus quite unable to cope. If it is their destiny to be resettled in their country of origin or elsewhere, there refugees have no skills to help make their resettlement a success.

50. Thus it is a question of human dignity as much as of training and education. The situation of refugees must not be reduced to one of 'assisting' them but must be seen in the perspective of providing a maximum of self-sufficiency and preparing for their possible resettlement.

51. In this phase, priority must be given to food production, for the reasons set out in the previous chapter. Where possible refugee camps should be sited in areas where the population density will enable the refugees to participate in agricultural production. This may involve some development of infrastructure, the construction of access roads, irrigation, etc. Sometimes refugees will have to learn new farming techniques as their new environment may be different from that in which they originated and because more intensive farming methods are made necessary by the extent of demand.

52. Secondly, efforts must be made in the field of education and training. The provision of a basic education for children and adults must be backed up by special training and preparation for work, not only as farmers but also as craftsmen and traders. All these aspects may be interrelated the craftsmen manufacturing tools and equipment for agricultural use, instance. The need for training of this kind becomes particularly pressing where refugees are preparing for resettlement.



(i) the emergency phase

Specific mention should be made in the article covering emergency aid, of the possibility of using such aid to help refugees and displaced persons affected by the consequences of civil war or international conflict and natural disasters;

(ii) the subsistence phase

The next Convention should include a refugee aid programme - to take effect at the request of any one country - in the context of the regional projects.

- (c) With regard to aid to non-associated countries, the Community could also encourage projects for refugees; this would only require creating a specific item under Article 930, for projects meeting the objectives we have defined for assistance during ~~the~~ the 'subsistence' phase, i.e. either for the creation of conditions of self-sufficiency or preparing for ~~resettlement~~.
- (d) It should be remembered that the Community provides aid under Article 941 to assist NGO projects during the 'subsistence' phase. However, the management rules under this article should be reviewed and relaxed in relation to the specific nature of refugee projects. At the present stage, coordination between the two different types of aid (emergency aid for 6 months, and projects) is a difficult process, which is to the detriment of the refugees themselves.
- (e) At the same time, increased budgetary resources should enable the Community to extend its action on behalf of refugees. The rapporteur nevertheless considers that a programme financed by the Community to establish refugees' self-sufficiency and prepare for their rehabilitation would be particularly valuable, and asks the Commission to propose such a programme, backed up by an appropriate endowment, in the 1984 budget.

56. A general Community programme covering all three phases of refugee aid may well be justified and would make it possible to guarantee a consistent and continuous policy. Necessary though it is, such a proposal should not prevent the Community from stepping up its action here and now. As a start, it should always be borne in mind that any refugee aid policy must form part of a more general policy of cooperation and development.

Secondly, the technicalities of administering emergency food aid, emergency aid, and food aid all have their specific aspects. The arrangements are different from those applying to cooperation projects.

Where the Community provides aid during the second 'subsistence' phase, which we should like to see redefined as the 'self-sufficiency' phase, we must stress the need for full coordination.

57. Finally, the efforts which we have to make on behalf of refugees will never be more than a palliative for situations which originate in conflicts of a political, social or economic nature.

The rapporteur feels that the only satisfactory long-term solution to the refugee problem lies in the prevention of conflicts or situations which compel people to flee from the place where they live. Emphasis must be placed not only on the importance of the part which the Community should be playing in this regard, but also on the need for the Community to play its part with greater willingness and independence.

COMMUNITY EMERGENCY AID IN FAVOUR OF REFUGEES  
AND DISPLACED PERSONS

(1976 - 1982)

AND SHARE OF THIS AID IN FAVOUR OF REFUGEES  
AND DISPLACED PERSONS IN AFRICA

in ECU

Year	1 Total Assistance granted	2 Assistance to refugees and displaced persons in Africa	% 1/2
1976	500,000	-	-
1977	2,832,795	2,832,795	100
1978	8,341,000	7,701,000	92
1979	36,864,653	7,764,653	21
1980	53,435,000	30,600,000	57
1981	34,453,000	15,400,000	43
1982	46,750,000	15,000,000	32
Total 1976-1982	183,176,448 <sup>(1)</sup>	79,298,448 <sup>(2)</sup>	43

(1) of which 142,373,653 ECU (78%) through the UNHCR

(2) of which 64,665,653 ECU (81%) through the UNHCR.



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OPINION OF THE POLITICAL AFFAIRS COMMITTEE

Letter from the Chairman of the Committee to Mr PONIATOWSKI  
Chairman of the Committee on Development and Cooperation

Luxembourg, 20 October 1983

Dear Mr Chairman,

The Political Affairs Committee, which was asked for its opinion on the report drawn up by your committee on aid to refugees in the developing countries (draft report by Mrs DURY, PE 84.834/rev.), discussed this matter at its meeting of 28 and 30 September. After a statement by Mr KLEPSCH, draftsman of an opinion, Mr von HABSBERG, Mr ISRAEL, Mr FERGUSSON and Mr d'ORMESSON spoke. At the end of the discussion the Political Affairs Committee decided to forward its opinion to you in the form of a letter<sup>1</sup>.

The Political Affairs Committee notes that current official estimates put the number of refugees in the developing countries at about 14 million. This figure would not appear to reflect the overall number of refugees since the problem is not restricted to the developing countries alone. Neither does the refugee problem relate exclusively to areas of the world where there is conflict. Economic crises and natural disasters also swell the flow of refugees for whom adequate solutions must be found.

In view of the scale of the problem, the Committee feels that a report on this issue should stress the action already taken by the Community in favour of refugees by providing substantial and rapid aid. Emphasis should also be laid on the need for consistent and effective Community measures, particularly during the first six months after the refugee has left his country. The living conditions of refugees during this especially difficult period should be improved to facilitate integration into the social life of the host country.

It would be advisable to consider in detail the ways in which the Community could underline the principle that each individual should be able to reside in his country of origin without being forced to leave.

In addition to these observations on the problem of refugees in general it would be appropriate to raise a matter which concerns existing relations between the European Community and the ACP countries. The Political Affairs Committee points out that during the forthcoming negotiations on Lomé III provision should be made for specific aid to refugees who do not benefit from the arrangements adopted by the Member States of the European Community to assist these countries. It is vital that aid be earmarked exclusively for refugees since certain countries, as we have seen, react to the influx of refugees on their soil with acts of violence, which is inconsistent with respect for human rights.

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<sup>1</sup>The following took part in the vote: Mr RUMOR, Chairman, Mr FERGUSSON, Vice-chairman, Mr KLEPSCH, draftsman of an opinion; Mr BARBI, Mr BERKHOUWER, Mr BOURNIAS, Lady ELLES, Mr EPHREMIDIS, Mr B. FRIEDRICH, Mr HABSBERG, Mr HANSCH, Mr ISRAEL (deputizing for Mr de la MALENE), Mrs LENZ, Mr MAJONICA (deputizing for Mr von HASSEL), Mr d'ORMESSON, Mr SCHALL.

As a whole, the Political Affairs Committee welcomes the work carried out by various organizations (Red Cross, United Nations High Commissioner for Refugees, World Food Programme, UNICEF, and non-governmental organizations) in alleviating the situation of refugees. It feels, however, that the Community should make a greater contribution, particularly with regard to food aid.

Mariano RUMOR