Managing the EU migration crisis
From panic to planning
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Summary

The recent influx of migrants into Europe from Africa, the Middle East and South Asia has presented European leaders and policymakers with their greatest challenge since the Eurozone crisis. The issue has raised questions about security, sovereignty and integration that could have a lasting social, economic and political impact on the European Union (EU).

The crisis has highlighted two main challenges for the EU and Member States: first, it has called into question the idea of a borderless Europe, undermining Member States’ long-term commitment to the Schengen Agreement.1 This issue has intensified in light of the recent terrorist attacks in Paris, leading to calls for tighter border security to counter perceived security threats. Several countries have reinstated temporary border controls. In the longer term, though, this could dampen trade, impose new costs on businesses, slow the economic recovery and undermine a key tenet of European unity – the free movement of people.

Second, the sheer volume and complexity of the migrant inflow have put enormous strain on the asylum system. Some countries – particularly those on the southern external border – have reached breaking point in their ability to manage the unplanned inflow and meet EU standards for receiving and processing applicants. The problem is exacerbated by the diverse mix of new arrivals. While many are third-country nationals seeking asylum within the EU, they are mixed in with third-country nationals illegally entering EU territory (see sidebar: “Defining migrants, refugees and asylum seekers”).

As the EU and Member States try to balance the need for enhanced border security with their obligations to migrants under international law,2 deep divisions have been exposed between states on how to handle the crisis. The escalating human toll has instilled a sense of urgency, but the EU’s collective response has been ad hoc, and it is struggling to find cohesive, long-term solutions. Some critics argue the response is focused more on stemming the tide than on providing international protection to vulnerable people.

To better manage the crisis, the EU and Member States must agree on ways to address these shortcomings in the asylum and immigration system:

► The disproportionate responsibility of certain Member States with external borders to handle migrant inflows, and an unwillingness among others to shoulder the burden
► Lengthy detention periods and poor treatment of refugees
► Inadequate resettlement and integration efforts
► A fundamental lack of understanding of the nature of current migration flows
► An inability to tackle the root causes of the crisis

In light of recent terrorist incidents and continued security threats in Europe, the focus will also be squarely on enhancing border security, both internally and externally.

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1 The Schengen Agreement, which took effect in 1995, abolished the EU’s internal borders, enabling passport-free movement across most of the bloc. It covers 22 EU members and 4 non-EU members.
2 International refugee law is a set of rules and procedures intended to protect, first, people seeking asylum from persecution and, second, those recognized as refugees.
Defining migrants, refugees and asylum seekers

The terms refugee and migrant are often used interchangeably, but their meanings are quite distinct: one is enshrined by international law, the other subject to a country’s immigration policies and procedures.

The UN Convention Relating to the Status of Refugees, which took effect in 1954, defines a refugee as someone who is fleeing conflict or persecution (for reasons of race, religion, nationality, membership in a particular social group or political opinions) and is seeking refuge across international borders.

An asylum seeker is someone who has submitted a request for asylum in a country other than his or her own and awaits a decision on the application for refugee status under relevant international and national instruments. If the request is denied, the person must leave the country and may be expelled.

A migrant, on the other hand, is someone who makes a conscious choice to leave his or her home country for a better quality of life or for economic gain. It is a choice rather than a matter of life and death. An irregular migrant is someone who lacks legal status in a transit or host country because of unauthorized entry, breach of a condition of entry or an expired visa.

In reality, these groups overlap – a gray area often exacerbated by the inconsistent way that EU Member States process asylum applications. In this paper, we use migrant as a generic term for all groups.
How has the crisis unfolded?

The number of migrants entering EU Member States has increased steadily since 2008 but reached record highs in 2015. The most recent surge is fueled by the growing numbers of Syrians, Iraqis, Libyans, Afghans and Eritreans fleeing war, ethnic conflict or economic hardship. Many are undertaking hazardous journeys across the Mediterranean to reach the EU, often resorting to using smugglers. This resulted in almost 4,000 deaths in 2015.

For some time, Turkey, Lebanon and Jordan bore the primary responsibility for taking in Syrian refugees. Within the EU, a few countries have been particularly exposed. Italy, Greece, Malta and Cyprus initially took on a disproportionate number of new arrivals. More recently, transit countries such as Hungary and Croatia have also seen heavy inflows. Humanitarian resources in these countries are sadly lacking. Few countries outside of Europe and the US are contributing financial support for refugees, and international donor organizations are stretched to the limit.

Asylum applications in all 28 Member States (2010-15)

The total number of asylum applicants (first-time applicants and repeat applicants) in EU Member States topped one million in 2015. According to the European Commission in its economic forecast for autumn 2015, three million people could arrive in Europe by the end of 2017.

Asylum applications by Member State (in thousands), 2015 (Jan-Sep 2015)

Germany received by far the most EU asylum applications in 2015 because of its favorable policy toward migration and asylum seekers and its relatively healthy economy. It is followed by Hungary, Sweden and Italy.

Source: Eurostat, asylum applicants, accessed 22 October 2015
Viewpoint: Alessandro Cenderello, Managing Partner, EU

The economic and social implications of migration for the EU and its Member States

Much of the talk in recent months has focused on the migration “crisis” that Europe is facing. But as public opinion toward migration hardens in many countries, it is important to consider the longer-term implications for Europe. If managed well, migration can play a positive role in economic development and civil society. Many economists argue that migration presents a potential solution to the impending challenge of Europe’s aging population. The EU’s old-age dependency ratio will rise from the current 26% to over 50% by 2060. Without migrants, Western Europe would need to increase its working-age population by 46 million employees by 2030 to sustain the average economic growth of the past two decades. EU countries will therefore become increasingly reliant on migrants, who typically fall into younger and more economically active age groups than the average EU working population. Credit Suisse projects young migrant labor’s contribution to potential output growth for the Eurozone will double from 0.2% to 0.4% annually on average from 2015 to 2023, raising potential output from 1.1% to 1.3% annual growth.

Migration also has a marked impact on the skills base in host countries and on the flexibility of labor markets. Migrants often fill skill needs in areas typically less attractive to domestic workers; many studies conclude that immigration’s effect on the wages and employment of native workers is either small or nonexistent. Furthermore, the inflow of new talent and skills can stimulate growth in entrepreneurship and the establishment of new businesses, as evidenced in North America and elsewhere.

Regardless of education and skill levels, migrant workers are important drivers for economic growth and development. Migrants will boost Europe’s economies as workers, taxpayers and consumers, increasing aggregate demand for goods and services, including those catering to migrant populations. Migrants also create longer-term economic benefits in their countries of origin if they return home with new skills and business acumen. The World Bank estimates migrants annually send home over US$550 billion in remittances.

Of course, we cannot ignore that the crisis is squeezing the public finances of many European countries, particularly those at the front line. The German Ifo Institute now expects German government spending on migrants to amount to €21.1 billion for 2015 alone, based on the assumption that 1.1 million people will be taken in by the end of the year. That figure includes accommodation, food, child care, training and administration.

Despite the costs, it is widely held that for most countries, migrants provide more in taxes and social contributions than they receive in individual benefits. The overall effect of a large number of migrants on Eurozone public finances, pensions, demographics and potential growth should be positive. In its Autumn 2015 economic forecast, the European Commission says migrants will have a marginal impact on economic growth. However, the report also warns that if this human potential is not used well, it could weaken fiscal sustainability over time. Policymakers must therefore focus on increasing humanitarian migrants’ employment and integrating them into local societies to bring substantial fiscal gains.

As the World Economic Forum reports, Europe received around a million asylum seekers and refugees from the Balkans during the mid–1990s, and on the whole they were integrated successfully. The Organisation for Economic Co-operation and Development suggests that the integration of migrants should be seen as an investment rather than a cost, especially as employment is the largest determinant of migrants’ net fiscal contribution. Integration policies for refugees will not pay off immediately; patience will be needed. But as refugees build the basic skills that enable them to function in the host society, European countries can reap the benefits of this current “crisis”.

Why is the crisis so difficult to tackle?

The diversity of the current migrant flow – in terms of country of origin, profile and motivation – creates challenges for receiving countries in dealing with different applicants. Categorizing individuals as “economic migrants” or “asylum-seekers” is vital as these groups are entitled to different levels of support and protection under international law. However, the legal distinction fails to capture the complex mix of motivations and fluid reality of people’s migration experience. In reality, the groups can and do overlap. As such, determining who is a “genuine” refugee is often a lengthy and resource-intensive process, and backlogs are growing in many countries. The resettlement of these diverse groups is also more challenging, even for countries with highly organized immigration systems, labor markets and social services.

Since 1999, the EU has been working to create a Common European Asylum System (CEAS) with common standards and procedures for processing and assessing asylum applications, and for receiving and treating asylum seekers in each Member State. Although new and advanced standards have been defined, many Member States have yet to properly implement them.

The Dublin Regulation, which requires refugees seeking asylum to apply in the EU Member State where they first arrived, presents another challenge. Under this system, the burden of responsibility falls disproportionately on entry-point states with exposed borders (such as Greece and Italy), straining their capacity to deal with asylum seekers. In practice, many of these entry countries have already suspended the Dublin Regulation and are allowing migrants to pass through to secondary destinations in the north or west of the EU.

To control and regulate irregular migration, the EU has enacted a number of measures, including the Return Directive. Adopted in 2008, it governs a broad range of issues, particularly an obligation to return irregular migrants, their treatment during expulsion proceedings, entry bans, procedural rights, and the grounds and conditions for detention. In practice, this has proved to be totally ineffective, and return rates for failed asylum seekers remain low.

Other factors are hindering the EU and Member States as they deal with the crisis:

- There is a significant funding gap and lack of technical support for managing the vast number of migrants flowing into Europe. Budgets for migration and asylum issues in many of the entry-point countries hardest hit by the economic crisis have not kept up with growing needs.

- While the overall recognition rate (the share of positive decisions among total asylum decisions at a particular stage of the asylum process) in the EU is rising, the rates vary widely across Member States.

- Solutions and measures to deal with long-term displaced populations are lacking, with the focus falling on short-term “care and maintenance.” Almost half of the refugees under the care of the United Nations High Commissioner for Refugees (UNHCR) in 2014 had been displaced for five years or more.

- In many countries, the tide of public opinion is turning against migration as negative press coverage and, increasingly, the political discourse focus on security issues, social cohesion and pressure on basic public services, such as health care and education.

- Migration flows have proved inherently difficult to predict, meaning that few early warning systems are in place to detect mass migration before it happens, making it difficult to adopt the necessary response in a timely fashion.

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How have the EU and Member States responded to the crisis?

During 2015, the EU adopted a number of measures to tackle the crisis. In April, the European Commission proposed a 10-point plan that included having the European Asylum Support Office\(^6\) (EASO) work with Europol (the EU’s law enforcement agency), Frontex (the European border agency) and Eurojust (the EU agency that deals with judicial cooperation in criminal matters) to deploy teams in Italy and Greece for joint processing of asylum applications; the agencies also would cooperate in combating human smuggling and trafficking.

In May, the European Agenda on Migration was launched, setting out a comprehensive approach to improve the management of migration. The European Council approved an EU naval operation (Operation Sophia) to prevent and counter human-smuggling and trafficking networks in the south-central Mediterranean. It began with a surveillance and intelligence-gathering phase but has moved to a second phase—a naval operation to board, search, seize and divert vessels suspected of being used for human smuggling.

In September, the EU announced an emergency relocation proposal for 160,000 refugees (based on new distribution criteria that include population, GDP, average number of past asylum applications and unemployment rates in the destination country); a permanent relocation mechanism for all Member States; and a common European list of “safe countries” of origin. The process is at an embryonic stage and, according to UNHCR, is still “not enough” to address the scale of the problem. Fewer than 300 people out of the planned 160,000 had been relocated by the end of 2015. Moreover, some countries are now challenging the EU proposals by introducing a cap on the number of asylum seekers they are willing to take.

In addition to the relocation measures, EU Member States will provide task forces of national experts and support teams to work in so-called hotspots, helping entry-point Member States expedite refugee screening, provide information and assistance to applicants for international protection, and support the preparation and execution of return operations.

The EU also announced €1.7 billion in EU funding for 2015 and 2016 to help the most affected Member States, increase funding for relevant EU agencies, and contribute to efforts by UNHCR and other aid organizations to provide immediate relief to refugees and tackle the root causes of the crisis in the Middle East and Africa. For instance, the Emergency Trust Fund for Africa aims to boost socioeconomic development in specific African regions to contain irregular migration flows toward the EU. A similar fund has been created for Syria.

In December, the EU announced plans to create a new European Border and Coast Guard. If approved by governments, the new body will replace the EU’s Frontex agency and have expanded powers, including a 1,500-strong rapid reaction force which should be able to ‘intervene immediately in crisis situations’ and deploy border guards from the standby pool drawn from other national border guard forces.

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\(^6\) The European Asylum Support Office was created by European Union Regulation 439/2010 to strengthen Member States’ practical cooperation on asylum, enhance the implementation of the Common European Asylum System and support Member States under particular pressure.
Timeline of events

23 April 2014

Five-point plan on immigration
The Commission President presents a five-point plan on immigration, calling for more solidarity in the EU’s migration policy.

1 November 2014

Mission letter of EC President Jean-Claude Juncker to the new Commissioner for Migration, Home Affairs and Citizenship
The new Directorate-General is set up with the duty to ensure the full and consistent implementation of CEAS, develop a new European policy on regular migration and improve the EU’s response to emergencies.

31 December 2014

Record number of asylum applications
The European Union announces it received more than 626,000 applications for asylum in 2014 – the most since 1992.
13 May 2015
European Agenda on Migration (EAM)
The European Agenda on Migration is launched, advocating immediate action to prevent further migrant deaths at sea and to devise action plans to help Member States better manage migration.

19 April 2015
Tragedy in the Mediterranean
More than 800 migrants and refugees are killed when their boat capsizes in the Mediterranean. The disaster marks the largest loss of life involving migrants and refugees in the Mediterranean.

20 April 2015
EU’s 10-point plan
Member countries agree on a 10-point plan to increase financial resources for addressing the problem and expanding the search area for naval missions to combat smugglers and traffickers.

27 May 2015
European Commission proposes concrete measures for implementing the EAM
A temporary relocation plan is announced for 40,000 people, along with a resettlement plan for 20,000 people, an EU action plan against smuggling and a proposal to “share” migrants among Member States.

20 April 2015
EU’s 10-point plan
Member countries agree on a 10-point plan to increase financial resources for addressing the problem and expanding the search area for naval missions to combat smugglers and traffickers.

13 May 2015
European Agenda on Migration (EAM)
The European Agenda on Migration is launched, advocating immediate action to prevent further migrant deaths at sea and to devise action plans to help Member States better manage migration.

30 September
New budgetary measures announced
The European Commission announces concrete proposals for €1.7 billion in EU funding for 2015 and 2016 to tackle the crisis.

14 September
EU Decision 1523/2015
I Relocation Plan (40,000 people): ministers approve plans to relocate 40,000 refugees across the continent, triggering Article 78(3) TFEU.

15–16 October
Meeting of EU Council on the migration and refugee crisis in Europe
The fourth European Council in six months focuses on the crisis. EU leaders welcome the agreement on an EU-Turkey joint action plan and agree to strengthen the EU’s external borders with an integrated border management system.

15 December
EU announces plans to create a new European Border and Coast Guard
The plans for a new 1,500-strong rapid reaction force will need to be agreed by Member State governments.

2015

22–23 September
EU Decision 1601/2015
II Relocation Plan (120,000 people): ministers approve plans to relocate 120,000 refugees across the continent, overriding objections from several eastern European states.

14 September
EU Decision 1523/2015
I Relocation Plan (40,000 people): ministers approve plans to relocate 40,000 refugees across the continent, triggering Article 78(3) TFEU.

15–16 October
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7 The criteria for triggering Article 78(3) of the Treaty on the Functioning of the European Union: one or more Member State(s) must be confronted with an emergency, characterized by a sudden inflow of third-country nationals. The mechanism is to be triggered in exceptional circumstances when, based on clear and measurable indications, the functioning of the asylum system of a Member State(s) can be endangered by a consistently high number of refugees arriving in its territory, particularly those in clear need of international protection. High thresholds of urgency and severity are therefore preconditions for triggering the mechanism.
What can be done to manage the crisis better?

Despite the measures taken, the crisis has shown that the current border management and asylum system in Europe is no longer adequate and that a new approach is urgently needed. Addressing the following issues will be crucial in both managing the short-term crisis and developing a longer-term, sustainable solution.

**Improve efforts to tackle illegal migration**

Since the Paris terrorist attacks, the refugee crisis has taken on an entirely new dimension in terms of external and internal border security. Pressure is growing to enhance Europe’s capacity to reduce irregular migration and to ensure effective and efficient management of borders. This requires better use and coordination of IT systems and technologies for dealing with asylum administration (Eurodac) and visa applications (the Visa Information System), and for sharing information among national authorities about people or objects that may present a threat (Schengen Information System). In addition, Frontex (or its successor) will need better access to operational intelligence on migrants to strengthen its role and impact.

Data must be available for analysis, and border control agencies, police, justice and immigration authorities will increasingly need to analyze data as close to real time as possible. However, this poses challenges to enforcement agencies that rely on this intelligence and to the organizations that collect and manage it. These include how to share intelligence quickly and efficiently among organizations with different systems; legal obstacles related to data protection and privacy rights for different kinds of data, from passenger names to criminal records; and the need for government agencies to work with airports, carriers and industry to gather data while complying with EU laws.

There is also renewed interest in the Smart Borders program, for which a revised legislative proposal will be put forward in early 2016. This would include a two-tiered system of biometric scans of visiting non-EU nationals — the registered travelers program (RTP) and an entry-exit system (EES). The EES would record information electronically on the time and place of entry and exit of third-country nationals crossing the EU’s external borders, calculate the length of authorized short stay, and send the data to border control and immigration authorities.

Further action to curtail human trafficking and smuggling will also be important. This includes gathering and sharing information on the modus operandi, routes and economic models of trafficking and smuggling networks; enhancing EU police and judicial cooperation; using military interventions to identify and arrest smugglers; bolstering prevention measures and assistance to vulnerable migrants (e.g., campaigns in third countries to communicate the dangers and risks); strengthening bilateral and regional cooperation frameworks and cooperation with third countries; and lifting visa restrictions and carrier sanctions.
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Improve the efficiency and fairness of the asylum application process

Asylum systems in Europe must ramp up their capacity to process applications swiftly to keep up with the growing number of claims. This will require increased funding and staffing for immigration administrations, as well as training so staff members can implement relevant procedures and deliver accurate and speedy determination of cases. Better access to information and documentation on migrants would also help expedite processing.

The EASO could be given a stronger role, allowing it to support national immigration authorities in properly implementing EU rules. However, some commentators have also called for the creation of a new European Asylum Agency with powers to make EU-wide decisions on asylum applications, perhaps leading to a more efficient and consistent processing system across Europe. A central appeals court, which would help minimize divergences in application decisions, has also been proposed. More efficient and stricter enforcement of existing EU legislation is crucial to ensure all Member States apply laws consistently.

Another important consideration is the fair distribution of migrants across different Member States, based on a “distribution key” that takes account of their economic, demographic and structural capacities to absorb migrants. When possible, distribution should also consider the individual preferences and family links of asylum applicants. The EU’s new relocation model is a step toward a more non-coercive, person-centric approach. However, it is not yet clear whether the proposed new model will make migrant distribution binding or voluntary.

Additional targeted policy changes could also enable genuine refugees to gain faster entry to a destination country. Possible measures include changes to family reunification rules and to the EU Blue Card Directive and Visa Code, such as extensions of temporary worker programs and humanitarian visa schemes. Private sponsorship programs, which are now in place in Canada, could also help fast-track application processes.

Bring reception conditions for refugees in each country into line with EU standards

Refugees arriving in the EU are entitled to proper reception conditions. Yet many Member States are falling far short of the standards set in the Reception Conditions Directive. Even before the crisis, the Council of Europe’s Human Rights Commissioner had identified significant shortcomings in the treatment of migrants in detention centers. The recent surge has heightened the problem, with many asylum seekers housed in overcrowded and squalid centers while they wait for claims to be processed. Through direct funding and operational assistance, the EU could better support the capacity to manage the crisis in those Member States with disproportionate migratory pressures. Enhanced coordination could improve crisis management and alleviate pressure on these countries by speeding up resettlement of refugees, including offering immediate access to housing and health care.

Create a stronger EU framework to manage economic migration

The EU faces long-term demographic and economic challenges, including the need to address skill shortages in some key sectors such as science, technology, engineering and health care. While admissions of third-country nationals remain at the discretion of Member States, a common European policy on legal economic migration could help ensure the EU attracts the right talent to meet the collective needs of the European economy.

The Commission will aim to encourage a more direct and open dialogue to build common thinking and policy approaches to issues such as labor market gaps, regularization and integration. This dialogue should include input from business, trade unions and other social partners to maximize the benefits of migration for the European economy and for migrants themselves. The EU needs the tools to identify those economic sectors and occupations that face, or will face, recruitment difficulties or skill gaps. It can also play an important role in facilitating job matching for third-country nationals already in the EU and in improving understanding of qualifications gained outside the EU.

Better communication with both migrants and the European public

The EU, Member States, UN agencies, nongovernmental organizations (NGOs) and the private sector must communicate better with refugee communities so they know about available services and their legal entitlements. The use of digital channels (hotlines, social media and so on) is a vital way of reaching migrants, given their use of smartphones. In September, Facebook teamed up with the United Nations to provide free internet to help migrants access support from the aid community and maintain links to family.

Better communication with the wider public in European countries is also necessary, particularly as public opinion begins to turn against migrants in some countries. Governments could be more proactive in managing the concerns of host communities over jobs and wages, public safety, and social cohesion. More research documenting the benefits of migration, framed around a commitment to human rights, would help combat negative reporting and alter the political discourse.

Return of third-country nationals to their country of origin

A better system is also needed for those required to return to their countries of origin. This can be achieved by strengthening the implementation of the Return Directive, widening the role and mandate of Frontex in joint return operations, and creating an integrated system of return management. The EU is pursuing Readmission Agreements with several third countries to facilitate the return of people who have entered states irregularly or who have overstayed.
Measures to accelerate social and economic integration

Longer-term resettlement of migrants requires comprehensive, tailored measures that take into account their countries of origin, educational backgrounds, qualifications, language skills and family situations. Investment will be needed to set the right foundations for integrating migrants into workforces and local communities. This includes, for instance, providing the legal means to participate in the labor market; recognizing existing educational and professional credentials; providing further education and training; working with employers to match skills and boost employment opportunities; and supporting migrants in learning local languages, understanding local services and entitlements, and providing support networks. For children, it means providing an early transition to the education system and ensuring schools have the resources to help migrant students learn the language of their host country and overcome the trauma of displacement. Together, these measures will reduce the need for state support over time and contribute to economic growth.

Integrating refugees: a view from the US and Australia

The US has a program that brings refugees from abroad for resettlement. Refugees are settled around the country, in coordination with organizations that receive federal funding for providing casework and services. The approach is front-loaded with the expectation that refugees will, where possible, rapidly enter the labor market. About one in four refugees opts for a six-month intensive support program in lieu of cash support. Of these, three-quarters are self-sufficient by the end of this period. Most specific support tapers off after the first year, although some services continue up to five years. Many refugees move from their first settlement destination toward communities or job opportunities.

Australia has a similar policy that helps refugees by providing practical support upon arrival and throughout the initial settlement period. Early access to language training is also offered through flexible learning options to meet individual needs. The services are tailored to each migrant’s circumstances and cover many aspects of economic and social integration, including English language courses, translating services and grant-based funding for projects that promote integration.

Source: Migration Policy Debate, OECD, September 2015

Tackle the root causes and equip the asylum system to better respond to future crises

Longer term, the EU and Member States could take steps to respond better to future crises and tackle the root causes of irregular migration. This will mean investing in stronger early warning mechanisms and undertaking earlier interventions that could help lower the long-term costs.

The ability to understand the underlying causes and major “push factors” driving migration is key to a longer-term solution. These factors are complex and diverse across different countries, but they share the fact that security needs and development opportunities in source countries are not currently being met. A greater emphasis on interventions that target economic development and institutional reform could help bring stability and prosperity in source countries. This will require better risk analysis of fragile states, closer cooperation with countries of origin, and better targeting of government and donor funding to aid development in these countries.

Similarly, the ability to understand and forecast the nature of migration flows and new patterns of mobility, as well as to assess labor market needs and the impact of resettlement initiatives, will be crucial. A better evidence base and advanced analytics can help generate insights, support the development and testing of innovative solutions, and allocate funds more effectively. Although a wide variety of actors provide asylum data at present, the consistency, accuracy and reliability must improve. Closer cooperation between asylum authorities that collect and process data would be a helpful first step. But drawing insight from the data when drafting new policies and assessing the impact of different interventions is what will enable better evidence-based decision-making.
Call to action for different actors

Given the complexity of the issues, no single actor can tackle the migration crisis alone. Greater multi-sector collaboration is essential to leverage the combined resources and expertise of governments, NGOs, aid organizations, private businesses and civil society groups (see sidebar: “Businesses’ role in alleviating the migrant crisis”). Policymakers and leaders from all sectors must work together to develop solutions, examine what works and what does not, and adapt their approaches accordingly.

On the following pages, we outline some of the key areas for consideration for different actors in responding to the crisis and suggestions for how EY can help.

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**Businesses’ role in alleviating the migrant crisis**

Businesses have a key role to play across the entire migration continuum. In response to the crisis, companies have taken a number of actions, including:

- Making financial donations to help humanitarian partners provide immediate assistance to refugees
- Using their core business capacities to donate products and services (e.g., logistic companies facilitating the delivery of donated goods, providing social media connectivity for refugees and their supporters)
- Extending pro bono legal support to organizations that aid refugees and asylum seekers
- Supporting community integration through cultural events, sports programs and language lessons
- Providing information to help refugees find their way around new cities (e.g., Arabic language guides and Arabic language versions of maps and essential public transport information)

In many countries, businesses recognize that refugees represent an important talent pool, and many large companies have pledged jobs for refugees or offered training and employability programs. In the UK, over 150 businesses are involved in supporting Business in the Community’s national Ready for Work program, offering training, work placements and one-on-one support. In return, companies benefit from cost-effective recruitment, stronger community links and personal development opportunities for employees.

Businesses in Europe can also learn from new approaches overseas. In October 2015, Australia’s three largest business groups teamed with the Migration Council to help resettle the extra 12,000 Syrian refugees coming to Australia “quickly and sustainably.” The Friendly Nation plan will help new arrivals find jobs and gain accreditation for their skills. Under the program, Australian businesses can sign up to be Corporate Mates by holding in-office fundraisers such as casual clothing days; Corporate Mentors by offering work experience and business services; or Corporate Champions by providing job and skills training, as well as sponsoring specific projects.

Businesses are also looking to the long term, not just in helping integrate migrants but also in altering the public discourse. The Federation of German Industries (BDI) has spoken out on the benefits of refugees and proposed changes to Germany’s labor laws and regulations, including fast-tracking newcomers’ right to work. To make business investment and engagement sustainable, the BDI is seeking assurances that those who find employment will not later be deported.

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*The Sydney Morning Herald, 10 November 2015."
Responses for different actors to consider

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<td>▶ Strengthen the role of EU agencies and networks (EASO, Europol, Frontex, eu-LISA®) and their added value in the current migration scenario&lt;br&gt;▶ Improve coordination among agencies and Member States on the control of EU external borders</td>
<td>▶ Integrated evaluation of all EU agencies belonging to the migration and asylum sector, assessing their level of efficiency and complementarity and identifying any possible risk of overlaps and possibilities for increased synergies&lt;br&gt;▶ Assessment of policy options, technology scenarios and definitions of a blueprint for the development of an EU Smart Borders deployment plan</td>
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<td>▶ Equip the asylum system to better respond to future crises</td>
<td>▶ Identify policy innovations to improve the legal and institutional context in Europe for asylum and migration (CEAS, Dublin system), including a common approach for sharing responsibility across the EU, and a credible and effective migrant return policy&lt;br&gt;▶ Amend existing instruments of legal migration (e.g., Blue Card, Students’ Directive) to promote legal migration and reduce the incentive for illegal migration</td>
<td>▶ Comprehensive evaluation of the Common European Asylum System (CEAS) and Dublin system and their fit for the future, considering the evolving scenario on security and migration&lt;br&gt;▶ Benchmarking and mapping of the state of play of the CEAS at the Member State level and of differences in its implementation; subsequent definition of action plans tailored to Member State needs&lt;br&gt;▶ Impact assessment on possible changes to the current legislation package in the field of migration and asylum</td>
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<td><strong>Member State/ federal</strong></td>
<td>▶ Improve the efficiency and fairness of the asylum application process</td>
<td>▶ Create a coherent “whole of government” policy approach that engages all relevant government agencies, including foreign policy and security, international aid and development, asylum and migration management, labor market and social services, to enable a more coordinated response&lt;br&gt;▶ Expedite asylum application processes, ensuring agencies are fully staffed, sufficiently trained and leveraging appropriate technologies to deliver accurate and speedy case determinations&lt;br&gt;▶ Review current legislation relating to migration and examine whether new regulations are required</td>
<td>▶ Evaluate potential impact and cost effectiveness of current measures to address the crisis and examine whether further interventions are needed&lt;br&gt;▶ Review of organizational structure and analysis of performance improvement of government departments and agencies; definition of the “to be” organizational setup&lt;br&gt;▶ Independent risk assessment of systems and procedures for managing asylum flows and identifying gaps and key actions&lt;br&gt;▶ Operational support for processing and decision-making on asylum requests, e.g., redesigning, streamlining and digitizing procedures; providing automated support with plausibility checks, security inspections, verification of documents and fraud screenings&lt;br&gt;▶ Operational support for the preparation of asylum requests, e.g., provision of internet-based education and information on asylum procedures and requirements; translation and interpreting services&lt;br&gt;▶ Support with implementation of legal changes in the following areas: labor law; public procurement law, public pricing law, state aid; construction law; and taxation</td>
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<td></td>
<td>▶ Better communication with both migrants and the public</td>
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<td></td>
<td>▶ Accelerate social and economic integration</td>
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9 The European Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice
<table>
<thead>
<tr>
<th>Actor</th>
<th>Response</th>
<th>What to consider</th>
<th>How EY can help</th>
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</thead>
<tbody>
<tr>
<td>Member State/federal</td>
<td>Improve the efficiency and fairness of the asylum application process</td>
<td>Optimize the use of EU funds for asylum and migration</td>
<td>Definition of integrated programming, in line with the EU migration strategy, to enhance complementarity and sustainability</td>
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<td>Bringing reception conditions into line with EU standards</td>
<td>Ensure full complementarity in the use of EU funding for asylum and migration</td>
<td>Strategic support for requesting EU funds for migration and asylum (ordinary funds and emergency assistance funds)</td>
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<td></td>
<td>Accelerate social and economic integration</td>
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<td>Definition of management, monitoring and control systems</td>
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<td>Evaluation of national and regional implementation of EU projects</td>
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<tr>
<td>Local government</td>
<td>Accelerate social and economic integration</td>
<td>Help build the resilience of local communities and strengthen capacity to manage migrant inflows, e.g., invest in providing essential information and services – legal assistance, education and training, social support, help in finding employment – that meet needs of both refugees and host communities</td>
<td>Needs assessment, gap analysis and implementation plan</td>
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<td>Identify facilities and buildings to house refugees</td>
<td>Definition of the governance, risk and compliance framework for providing services and assistance to asylum seekers</td>
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<td>Identify measures to support social and economic integration of asylum seekers, including information and awareness campaigns aimed at host communities</td>
<td>Support in selecting appropriate areas for housing refugees, including demand analysis, market sounding, selection of suitable land, monitoring of measures, and ongoing management and repatriation of the used land</td>
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<td>Encourage/incentivize partnerships among private, public and civil society actors</td>
<td>Program management, prioritisation and monitoring</td>
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<td>Performance audit and reporting</td>
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10In the framework of the Asylum, Migration and Integration Fund (AMIF) and the Internal Security Fund (ISF), 2014-2020
<table>
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<tr>
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<th>How EY can help</th>
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</thead>
<tbody>
<tr>
<td><strong>Private sector businesses</strong></td>
<td>► Effective communication with the European public</td>
<td>► Inform the public debate and help affect more positive societal attitudes toward refugees</td>
<td>► Verify that internal systems and processes are in place to comply with changing immigration legislation and standards</td>
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<td></td>
<td>► Accelerate social and economic integration</td>
<td>► Make the business case for migration, focusing on how businesses can turn the challenge into opportunities</td>
<td>► Facilitate engagement and discussion between the business community and the government</td>
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<td>► Inform government policy on labor market needs, migrant assessment, education and integration planning</td>
<td>► Develop and implement strategies to promote speedy and effective workforce integration</td>
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<td>► Support creation of work, training and education opportunities for migrants:</td>
<td>► Support diversity and education programs</td>
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<td>► Identify required skills and capabilities that will benefit their individual sectors</td>
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<td>► Design and deliver vocational training and skill development courses</td>
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<td>► Offer apprenticeship programs and scholarships for young refugees to enroll in universities</td>
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<td>► Provide broader educational resources (e.g., financial literacy, information on home ownership or citizenship), either on-site in the workplace or in partnership with community groups, and provide mentorship opportunities for new recruits and employer-sponsored diversity activities for employees and their families</td>
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<td>► Support diversity and education programs</td>
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<tr>
<td><strong>Community organizations, NGOs, humanitarian organizations</strong></td>
<td>► Equip the asylum system to better respond to future crises</td>
<td>► Encourage innovation to solve long-term problems that refugees and host nations face</td>
<td>► Support NGOs and humanitarian organizations in conducting a risk assessment and identifying key gaps to improve compliance and enhance accountability of government agencies</td>
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<td>► Bringing reception conditions into line with EU standards</td>
<td>► Help to bring services in line with quality standards defined at the European and national level</td>
<td>► Conduct performance audit and reporting</td>
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<td></td>
<td>► Measures to accelerate resettlement</td>
<td>► Help migrants to find new employment and business opportunities</td>
<td>► Support NGOs and humanitarian organizations in implementing entrepreneur programs for migrants</td>
</tr>
</tbody>
</table>
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**Managing the EU migration crisis**
From panic to planning

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