The global displacement of populations

From crisis management to long-term solutions
In 2015, the number of people worldwide who had been forcibly displaced from their homes exceeded 60 million. In a global context, that means one person in every 122 has been forced to flee his or her home because of conflict or instability. The figure includes refugees, asylum seekers and people forced to flee inside their own countries.

The humanitarian and economic consequences for both displaced populations and host communities are considerable – and impossible for the international community to ignore. The total number of refugees alone increased from 10.4 million at the end of 2011 to an estimated 15.1 million by the middle of 2015, while the number of internally displaced people was estimated at 34 million. Today, these figures are likely to be even higher, given ongoing conflicts in a number of countries across Africa, the Middle East and South Asia.

While the recent influx of migrants into Europe has shone a spotlight on the issue globally, the crisis is not uniquely or even predominantly a European one. More than half of the world’s refugees come from three countries: Syria, Afghanistan and Somalia. And while Europe is a target destination for many, it is the countries neighboring the conflict areas – such as Lebanon, Jordan, Turkey, Pakistan, Rwanda, Tanzania and the Democratic Republic of the Congo – that bear the biggest burden. Eighty-six percent of the global displaced are in developing countries.

The sheer volume and complexity of the migrant inflow have put enormous strain on asylum systems. Many “frontline” countries have reached a breaking point in their ability to manage the unplanned inflow and meet their obligations to refugees under international law. The problem is exacerbated by the diverse mix of new arrivals. Although many are third-country nationals seeking asylum, others are third-country nationals illegally entering destination countries (see sidebar: “Defining migrants, refugees and asylum seekers”).

The short-term effect on these countries, including pressure on basic services such as social welfare, health and education, is severe. But the longer-term
impact could be catastrophic if nothing is done to alleviate the problem. For example, only around half of child refugees globally are receiving any schooling, which will have repercussions for generations to come on the quality of human capital and potential for economic development. In Syria and other conflict-affected states, the World Bank estimates that reconstruction could cost hundreds of billions of dollars and take many years to implement. And there is a further risk that the large volume of refugee populations could undermine the stability and prosperity of countries neighboring conflict areas.

This is a global problem that demands a global response. However, the reaction of the international community has been haphazard to date, and there is little sign of any cohesive, long-term solutions. Some critics have argued the response is focused more on stemming the tide than on providing international protection to vulnerable people.

To better manage the crisis, national governments, supranational organizations, development banks, nongovernmental organizations (NGOs) and humanitarian organizations must agree on collective action to tackle the various challenges the current situation poses, including:

- The disproportionate responsibility of certain “frontline” countries to handle migrant inflows, and an unwillingness among others to shoulder the burden
- Lengthy detention periods and poor conditions for 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
- The threat to security in transit and destination countries

Managing these different challenges will require a mix of both short-term interventions to meet the immediate needs of displaced populations and a longer-term strategy to foster economic development opportunities and shared prosperity and well-being for refugees and host communities.
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 countries process asylum applications. In this paper, we use migrant as a generic term for all groups.
How has the crisis unfolded?

In the three and a half years to June 2015, the global refugee population grew by 4.7 million to more than 15 million – a 45% increase. The most recent surge has been fueled by the growing numbers of Syrians, Iraqis, Libyans, Afghans and Eritreans fleeing war, ethnic conflict, economic hardship or violent extremism in their countries. Many are undertaking hazardous journeys to reach the EU, often resorting to using smugglers. In 2015, at least 5,400 migrants lost their lives or went missing, including 3,770 in the Mediterranean.³

Now in its fifth year of conflict, Syria is the largest producer of refugees. For some time, Turkey, Lebanon and Jordan bore the primary responsibility for taking in Syrian refugees. By March 2016, the Syrian refugee population in Turkey alone had risen to 2.7 million. For most of these refugees, Turkey is only a transit country to Europe. Within the EU, a few countries have been particularly exposed. The current rate of arrivals in Greece, for example, is estimated at 60,000 to 80,000 per month.

Unless a major geopolitical shift changes the prevailing situation inside Syria, Europe may have to prepare itself to host more than a million new refugees in 2016. Without support, this influx also threatens to erase many of the gains made in developing countries over the last decade.

Major refugee countries of origin
(as of mid-2015)

<table>
<thead>
<tr>
<th>Country</th>
<th>Refugees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Syria</td>
<td>4180</td>
</tr>
<tr>
<td>Afghanistan</td>
<td>2632</td>
</tr>
<tr>
<td>Somalia</td>
<td>1105</td>
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<tr>
<td>South Sudan</td>
<td>744</td>
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<tr>
<td>Sudan</td>
<td>634</td>
</tr>
<tr>
<td>Dem. Rep. of Congo</td>
<td>535</td>
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<tr>
<td>Central African Rep.</td>
<td>469</td>
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<tr>
<td>Myanmar</td>
<td>204</td>
</tr>
<tr>
<td>Eritrea</td>
<td>352</td>
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<tr>
<td>Iraq</td>
<td>37</td>
</tr>
</tbody>
</table>

In addition to the Syrian crisis, conflicts in other countries, including Afghanistan, the Democratic Republic of the Congo, Somalia and South Sudan, have added to the growing number of refugees. Globally, Sub-Saharan African countries hosted the largest number of refugees in mid-2015 (4.1 million), followed by Asia and Pacific (3.8 million), Europe (3.5 million), and the Middle East and Africa (3 million). The Americas hosted less than a million.⁴

Given the rapid increase in refugees in recent years, the humanitarian response in many of the frontline countries is widely thought to be inadequate. Few countries outside of Europe and the US are contributing significant financial support, and international donor organizations are stretched to the limit. Although the UNHCR cash assistance program and the World Food Program voucher scheme can help alleviate short-term problems faced by refugees, they are not long-term solutions. Furthermore, there is a danger that, in the absence of an adequate response, the conflicts that have forced migrants from their homes could destabilize the regions where they have sought refuge – by disrupting trade flows and labor markets, for example.

Major refugee-hosting countries
(as of mid-2015)

<table>
<thead>
<tr>
<th>Country</th>
<th>Refugees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Turkey</td>
<td>1838</td>
</tr>
<tr>
<td>Pakistan</td>
<td>1540</td>
</tr>
<tr>
<td>Lebanon</td>
<td>1172</td>
</tr>
<tr>
<td>Iran</td>
<td>979</td>
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<tr>
<td>Ethiopia</td>
<td>702</td>
</tr>
<tr>
<td>Jordan</td>
<td>664</td>
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<tr>
<td>Kenya</td>
<td>552</td>
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<tr>
<td>Uganda</td>
<td>428</td>
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<tr>
<td>Chad</td>
<td>421</td>
</tr>
<tr>
<td>Sudan</td>
<td>323</td>
</tr>
</tbody>
</table>

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 of global migration.

The international community has an important role to play in challenging anti-migrant sentiments and promoting the benefits that migration can provide to both countries of origin and destination. With this in mind, migration has been reflected for the first time in the 2030 Agenda for Sustainable Development, which was adopted unanimously by the United Nations’ 193 member states in September 2015.

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 an aging population in European and other developed economies. Coping with rising numbers of older people and concomitant declines in working-age people is posing considerable social, economic and political challenges in countries. But the refugee influx could help renew the supply of younger workers, on whom the countries’ retirees depend. According to Eurostat, 81% of the 689,000 people who had formally applied for asylum in EU countries in the first half of 2015 were younger than 35 years; more than half (55%) were aged 18 to 34. Credit Suisse projects that young migrant labor’s contribution to potential output growth for the euro area 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.\(^5\)

Migration also has a marked impact on the skills base in host countries and on the flexibility of labor markets. But evidence suggests that it has only a small impact on employment or wages. 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.

Irrespective of education and skill levels, migrants are important drivers for economic growth and development. They will boost national 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 send home over US$550 billion annually in remittances.\(^6\)

Of course, we cannot ignore the cost involved for host governments in resettling refugees. In the US, the annual federal budget for refugee resettlement assistance is US$950 million, almost US$3 per American (based on a 2014 population of 319 million) or US$95,000 per refugee (based on the 10,000 arriving in the next year).\(^7\) In Canada, resettling one refugee is estimated to cost the Government CAD35,000, or CAD900 million overall during the first year and CAD1.2 billion over the next six years. Despite the costs, it is widely held that for most countries, migrants will provide more in taxes and social contributions than they receive in individual benefits. The overall effect of a large number of migrants on public finances, pensions, demographics and potential growth should be positive.

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 (OECD) 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, developed countries can reap the benefits of this current “crisis.”

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\(^7\) Migration Policy Institute.
Why is the current refugee crisis so difficult to tackle?

The sheer volume of the current migrant flows is threatening the effective operation of the UN’s Refugee Convention, humanitarian aid programs and even the unity of the European Union.

Although 148 countries are signatories of the Refugee Convention, which guarantees the social and economic rights of refugees and freedom of movement, many countries have proved unwilling to receive refugees. In recent months, for example, a number of EU and Balkan countries have imposed tougher restrictions on migration and taken steps to close their borders and reduce their “attractiveness” to refugees.

Relatively few countries – entry-point states with exposed borders and countries neighboring conflict areas – are required to take on a disproportionate burden of responsibility, putting immense pressure on their own limited resources. For countries in the developing world, the challenge is particularly acute. Many refugees live in informal settlements rather than refugee camps; access to public services is limited because of the unprecedented demand; and poverty is widespread and expected to worsen. Most refugees are maintained by international organizations and are not allowed to provide for their own needs, removing any hope of an independent life.

The diversity of current migrant flows – 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 the 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.

In the EU, which has been the focus of much of the recent media attention, two key regulations have been undermined by the scale of the current crisis, and Member States have been struggling to agree on a coordinated response. The Common European Asylum System (CEAS), which sets common standards and procedures for processing and assessing asylum applications, and for receiving and treating asylum seekers, has not been uniformly applied, while the Dublin Regulation8 places disproportionate responsibility on entry-point states with exposed borders. 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.

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8 The Dublin Regulation requires refugees seeking asylum to apply in the EU member state where they first arrived.
Other factors are hindering the development of an effective response to the crisis:

- There is a significant funding gap and lack of technical support for managing the vast number of migrants flowing into frontline countries. Budgets for migration and asylum issues in entry-point countries, many of which are still recovering from the global economic crisis, have failed to keep up with growing needs. Although additional funds have been forthcoming from the European Union, NGOs, and humanitarian and donor organizations, they are widely thought to be inadequate and, in some cases, ineffectively used.

- The “industry” that has developed around human smuggling presents enormous challenges for national governments and the EU in stemming the masses who are seeking to enter countries illegally. The crisis only serves to enable their illicit activities. The modus operandi of smugglers is flexible and adapts to market conditions. Increased human smuggling, when interlinked with criminal networks, poses serious threats to those smuggled as well as to countries of destination in the EU and elsewhere.

- Although the overall recognition rate (the share of positive decisions among total asylum decisions at a particular stage of the asylum process) is rising across developed countries, the rates vary widely. The average recognition rate across the EU was 46% in the first half of 2015, up from just 25% in 2011, and has recently reached around 50% in Canada. However, in Japan, the refugee recognition rate was just 0.3% in 2015, one of the lowest among industrialized economies.  

- Almost half of refugees under the care of the UNHCR in 2014 had been displaced for five years or more. Given the complex nature of civil war and the rise of the so-called Islamic State, the current crisis is expected to continue for some time, preventing people from returning home. Although the number of returning refugees has remained low in recent years, solutions and measures to deal with long-term displaced populations have been lacking. The focus has been on short-term “care and maintenance.”

- Migration flows have proved inherently difficult to predict, meaning that few early warning systems are in place to detect mass migration before it happens and allow for time to develop and implement the necessary response in a prompt and effective manner.

- 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 and pressure on basic social services, such as health care and education. Europeans are particularly negative toward immigration, according to opinion polls. Friction between the forcibly displaced and host communities is undermining social cohesion.

The recent decision by the UK to leave the EU will further complicate the situation for refugees in Europe. While the UK’s exit may make it easier for other member states to agree on migration and asylum policies, the EU stands to lose the UK’s influence with key countries of origin such as Nigeria and Pakistan, which are among 16 priority countries the EU has proposed partnering with to stem migration. More concerning still, is the signal Brexit may send to the rest of Europe. If the further rise of Eurosceptic parties in countries such as the Netherlands, Denmark, Austria and France leads to more referendums and further fragmentation of the EU, refugees and asylum seekers may be among the losers.

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9 Immigration Bureau of Japan.
How have countries responded to the crisis?

Reconciling the need to provide a new home for those fleeing danger and oppression with the requirement to preserve the cohesion of communities that receive displaced people is one of the most pressing policy questions of our time. How we answer this question will affect the lives of generations to come.

The escalating human toll stemming from the crises in Syria and Africa has instilled a sense of urgency in tackling the refugee problem, but the collective response of the international community has been slow and ad hoc. Moreover, of the 15 million refugees in the world today, only around 100,000 each year are offered resettlement opportunities.

Over the last year, the EU has adopted a number of measures to tackle the crisis in Europe. The European Agenda on Migration set out a comprehensive approach to improve the management of migration and to prevent and counter human-smuggling and -trafficking networks in the south-central Mediterranean. In September 2015, the EU announced an emergency relocation proposal for 160,000 refugees (based on a new distribution key), but the process is at an embryonic stage and, according to UNHCR, is “not enough” to address the scale of the problem. The EU also announced additional funding to help the most-affected Member States; enhance the capacity of relevant EU agencies; 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 example, by boosting socioeconomic development in Syria and specific African regions). A more recent deal to send refugees back to Turkey could be in breach of international law, according to the United Nations.

The policy of many governments within the EU, as well as non-EU countries, has shifted toward preventing or discouraging migrants from attempting to reach the EU and rapidly deporting those who do not have a right to remain. For example, migrants who have tried to cross borders in countries such as Hungary, Bulgaria and Macedonia have been pushed back by border authorities without being granted access to asylum procedures or an opportunity to appeal their return, in direct breach of international law.

Elsewhere, countries outside of Europe have offered varying levels of support. The US has donated US$4.5 billion to the UNHCR since the beginning of the Syrian crisis in 2011. It sets a ceiling each year for the admission of refugees from different regions (85,000 for fiscal year 2016) and includes an additional emergency quota. It has pledged to admit 10,000 Syrian refugees in 2016. However, since the Paris and San Bernardino terrorist attacks, public opinion has been divided on the admittance of refugees from Syria.

When the new Liberal Government took office in November 2015, Canada announced plans to accommodate 25,000 Syrian refugees – a target that was met in February 2016. Approximately 8,500 more Government-supported refugees are expected to be admitted later this year. In addition, Canada has committed almost CAD1 billion in humanitarian, development and security assistance in response to the Syrian crisis. Similarly, the Australian Government has committed to resettling 12,000 Syrian refugees in 2016 and has provided AUD258 million in aid since 2011. Other countries, such as Brazil, are offering special visa programs for people affected by the Syrian conflict, though the numbers are relatively small.

The UN and humanitarian organizations such as the International Rescue Committee (IRC), have expressed disappointment that more commitments have not been made to resettle vulnerable refugees. According to the IRC, only 178,195 pledges for resettlement and other forms of admission have been made in the past two years, and only a fraction of those have translated into actual departures for third countries.
What can be done to manage the crisis better?

Despite the measures taken, the crisis has shown that existing asylum systems in many countries, and particularly in Europe, are no longer “fit for purpose.” 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 the efficiency and fairness of the asylum process**

Asylum systems in different countries must ramp up their capacity to process applications swiftly to keep up with the surge in 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.

Additional capacity in the form of intergovernmental agencies could also help to address the problem. In Europe, for example, the European Asylum Support Office could be given a stronger role, allowing it to support national immigration authorities in properly implementing EU rules. Some commentators have also called for creating a new European asylum agency with powers to make EU-wide decisions on applications, perhaps leading to a more efficient — and consistent — processing system across Europe.

Additional targeted policy changes could also enable genuine refugees to gain faster entry to destination countries. Possible measures include changes to family reunification rules, extensions of temporary worker programs, and temporary protection and humanitarian visa schemes. Private sponsorship programs, which are now in place in Canada, could also help fast-track applications.

Another important consideration for the international community is the fair distribution of migrants across different countries. Little effort has been made to share the burden and thus reduce the pressure on host countries in conflict regions, as well as countries at the EU’s external border. There have been calls to introduce quotas for sharing the burden (financial) and responsibility (human) based on the capacities of states and the individual circumstances of asylum seekers. But these would ideally be set prior to any major crises. The lack of uniform support for the EU’s proposed relocation model to tackle the current crisis demonstrates just how difficult it can be to agree to these quotas across countries.

**Optimize the use of resources in aid, development support and capacity building**

Refugees arriving in frontline countries are entitled to proper reception conditions under international law. Yet many countries, including in Europe, are falling far short of the necessary
The global displacement of populations: from crisis management to long-term solutions

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A combination of short-term assistance and longer-term development should be aimed at both refugees and host communities, with consideration given to whether long-term development should be aimed at both refugees and host communities. A combination of short-term assistance and longer-term sustainable system to address them.

Living in front line countries to understand their needs and create a system to provide additional financial aid for nations trying to cope with an influx of refugees. The UK, Germany, Kuwait, Norway and the United Nations co-hosted a conference in February 2016 to raise over US$11 billion in pledges – US$5.8 billion for 2016 and US$4.4 billion for 2017–20 – to meet the immediate and longer-term needs of those affected. In April, eight nations and the European Commission pledged more than US$1.6 billion (US$141 million in grants, US$1 billion in soft loans and US$500 million in guarantees) to a World Bank-led financing initiative in support of Syrian refugees and host communities in Jordan and Lebanon.

Through progress is being made, the sums pledged so far fall well short of what will be needed. More mechanisms should be explored to provide additional financial support for countries in need, including from the private sector. Experience has shown, however, that some countries face major challenges in exploiting support funds allocated by the EU, World Bank and donor organizations because of bureaucratic inefficiencies and inadequate project management. This problem can be addressed through the design of better risk management, budgeting and control systems that can help optimize the use of funds and prevent misuse. But it also requires the collection, sharing and analysis of data on refugees living in front line countries to understand their needs and create a sustainable system to address them.

A combination of short-term assistance and longer-term development should be aimed at both refugees and host communities, with consideration given to whether long-term assistance is sustainable. Again, more reliable data and analytical evidence will be needed to inform policy recommendations and identify effective interventions that mitigate drawbacks and maximize benefits for refugees, host communities and the economy as a whole.

Programs need to encourage self-reliance among refugees by facilitating access to the labor market. But more can also be done to create a business environment that promotes growth, trade and inward investment. The Regional Refugee and Resilience Plan (3RP) for Lebanon, Turkey, Jordan and Iraq, for instance, addresses refugee protection and humanitarian needs while building the resilience of impacted communities and strengthening the capacity of national delivery systems (in areas such as education, livelihoods, social protection, housing, health and other municipal services). These organizations can also drive change by incentivizing partnerships, aligning the efforts of different actors, creating investment programs for refugees and host communities, and encouraging innovation.

Improve efforts to tackle illegal migration

Since the Paris, Brussels and San Bernardino 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 destination countries’ capacity to reduce irregular migration and to promote effective and efficient border management. Without that, public opinion and political discourse may continue to turn against the population. This requires better use and coordination of IT systems and technologies for dealing with asylum administration and visa applications, and for sharing information among national authorities about people or objects that may present a threat.

Data must be available for analysis, and border control agencies, police, justice and immigration authorities will increasingly need to analyze it in 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
- The need for government agencies to work with airports, carriers and industry to gather data while complying with national laws

Additionally, further action to curtail human trafficking and smuggling is critical to developing a longer-term solution.

This includes:

- Gathering and sharing information on the modus operandi, routes and economic models of trafficking and smuggling networks
- Enhancing 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
- Lifting visa restrictions and carrier sanctions

Standards. Many asylum seekers are housed in overcrowded and squalid centers while they wait for claims to be processed. More can be done to see that these countries adhere to international laws in terms of their capacity for first reception and uphold the fundamental rights of refugees.

The global displacement of populations: from crisis management to long-term solutions
Create a stronger legal framework and policies to manage economic migration

Many developed countries of destination face long-term demographic and economic challenges, including the need to address skill shortages in key sectors such as science, technology, engineering and health care. Although admissions of third-country nationals remain at the discretion of these countries, a clear policy on legal economic migration could help these countries attract the right talent to meet the collective needs of their economies.

The European Commission, for example, is aiming to encourage a more direct and open dialogue across countries 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 facilitate job matching for third-country nationals already in the EU and improve understanding of qualifications gained outside the EU.

To create appropriate skills matching that would jointly benefit migrants, businesses and governments, robust labor market policies are critical. Labor laws must permit businesses to get qualified and skilled workers who fit their market needs, when they need them. That means removing barriers that might prevent migrants from fully integrating into labor markets, including restrictive access to visas and work permits and poor recognition of skills and qualifications. A review of existing regulations is necessary to reflect migration issues in national labor legal and policy frameworks. The public and private sectors should work together and keep in mind that migrant workers should enjoy the same rights as their national counterparts.

Policies and programs that foster economic growth will also help improve migrants’ participation in the economy. The creation of special economic zones in host countries and engagement in the microfinance sector, for example, can encourage entrepreneurship and livelihood-generating activities for host and refugee communities.

Improve communication with both migrants and the public in host nations

The EU, UN agencies, nongovernmental and humanitarian organizations, national governments in host countries, 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 presence and 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 host countries is also necessary, particularly as public opinion turns 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 data and analytics documenting the benefits of migration, framed around a commitment to human rights, would help combat negative reporting, alter the political discourse and public opinion, and inform policy formulation.

Introduce 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.

It means providing support to address specific vulnerabilities, including the loss of assets, trauma and psychological stress, and other specific health-related needs. For children, it means providing
an early transition to the education system and giving schools 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 long-term economic growth.

**Integrating refugees: a view from the United States, Canada 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.

Canada has welcomed more than 25,000 Syrian refugees as part of the #WelcomeRefugees initiative, and the focus is now on helping them successfully integrate into Canadian society. Syrian refugees have gone to communities that have settlement support in place, with consideration given to whether they have family members in Canada, as well as the availability of schools and housing. Privately sponsored refugees have gone to the community where their sponsor lives. In both cases, Syrian refugees will begin to access settlement services over the next few months, including language classes; help finding jobs; professional mentorship programs; and workshops focused on the requirements for building a successful life in Canada and fully integrating into society.

Australia has a similar policy that provides practical support to refugees 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.

**Improve the 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. In the EU, for instance, 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.

At the same time, countries must be careful not to violate the principle of non-refoulement enshrined in the Refugee Convention: individuals must not be returned “in any manner whatsoever” to places where their life or freedom would be threatened.

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

Longer term, governments could take more steps to tackle the root causes of irregular migration and respond better to future crises. This means investing in stronger early warning mechanisms and undertaking earlier interventions that could help alleviate the problems and lower the long-term costs and impacts.

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 vary from country to country, but they share at least one common theme: source countries are not fulfilling security needs and development opportunities. Emphasizing interventions that target economic development and institutional reforms, based on sound data and analysis, could help bring stability and prosperity in source countries. This will require more regular monitoring and better risk analysis of fragile states; strengthened cooperation across international organizations and with countries of origin; better targeting of government and donor funding to aid development; and stabilization measures to strengthen the policy environments, institutions and economies of these countries.

Similarly, the ability to understand and forecast migration flows and new patterns of mobility and to assess labor market needs and the impact of resettlement initiatives will also 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 migration data at present, the timeliness, consistency, accuracy and reliability must improve. Closer cooperation between asylum authorities, NGOs, intergovernmental organizations and humanitarian organizations 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 and more efficient use of resources.

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Frontex is the EU agency established in 2004 to manage cooperation among national border guards securing its external borders.

Source: Migration Policy Debate, OECD, September 2015
Call to action

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 knowledge of governments, NGOs, aid organizations and development banks, as well as 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; learn best practices from each other; determine what works and what does not based on solid evidence; and adapt their approaches accordingly.

Businesses’ role in alleviating the refugee 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.

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.12

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.

12 The Sydney Morning Herald, 10 November 2015.
How EY can help

EY has well-developed capabilities to address the various challenges and opportunities that forced displacement presents. Below we describe our end-to-end approach to help different organizations respond to the current global crisis.

**EY’s core capabilities provide an end-to-end approach to managing forced displacement**

<table>
<thead>
<tr>
<th>Policy development and strategy</th>
<th>Budget development/preparation/planning</th>
<th>Processing/implementation</th>
<th>Resettlement and integration</th>
<th>Post-implementation evaluation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>• Providing policy and strategic advice to improve the legal and institutional context for asylum and migration</td>
<td>• Improving the use of donor funds for asylum and migration</td>
<td>• Providing operational support for the preparation, processing and decision-making on asylum requests and returns</td>
<td>• Leveraging migration’s added economic growth potential</td>
<td>• Evaluating the impact and cost-effectiveness of current measures to address the crisis and examining whether further interventions are needed</td>
</tr>
<tr>
<td>• Evaluating the cost effectiveness and potential impact of projects and programs to manage the crisis</td>
<td>• Improving public sector planning and budgeting, including budget management, resource allocation and accountability, and supporting more efficient service delivery</td>
<td>• Support for building/improving reception conditions</td>
<td>• Building the resilience of local communities and strengthening capacity to manage migrant inflows</td>
<td></td>
</tr>
</tbody>
</table>

**EY’s experienced group of professionals focuses on projects across multiple sectors and clients**

**Key sectors**
- Government administration (e.g., immigration agencies)
- Border management and security
- Infrastructure
- Health care
- Housing
- Education
- Social services

**Key clients**
- MDBs
- Government clients at national, state and local levels
- NGOs, humanitarian and donor organizations
- Private businesses

The global displacement of populations: from crisis management to long-term solutions 13
## 1 Policy development and strategy

### The challenges

- Identify policy innovations to improve the legal and institutional framework for asylum and migration
- Adopt measures that promote legal migration and reduce incentives for illegal migration
- Review laws and regulations to take account of the changing global migratory situation

### How EY can help

#### 01 Examining the role of different agencies and institutions

- Holistic assessment of institutions and agencies in the migration and asylum sector, including their efficiency, effectiveness, working practices, impact and level of complementarity, identifying any overlaps and synergies
- Review of organizational structure and performance of government departments and agencies; definition of the “to-be” organizational setup to manage migration flows

#### 02 Identifying policy solutions

- Comprehensive evaluation of migration policies and their “fit for the future”
- Benchmarking and mapping of the state of play of migration policy at the supranational level and differences in its implementation across countries; subsequent definition of action plans for a better national response
- Migration policy guidance and the shaping of migration policy agendas through an evidence-based approach

#### 03 Evaluating policy interventions

- Evaluation of the potential impact and cost-effectiveness of measures to address the crisis, and an examination of whether further interventions are needed
- Services include economic impact assessments, cost-benefit analyses, business and economic modeling, feasibility studies and demand estimations

#### 04 Reviewing current legislation

- Impact assessment of possible changes to the current legislation package for migration and asylum
- Support with implementing legislative changes, e.g., labor law, public procurement law, public pricing law, state aid, construction law and taxation

The global displacement of populations: from crisis management to long-term solutions
## The challenges

- Improve access to funds to manage current migration situations while also considering future migration trends
- Verify that the design of management, budgeting and control systems can optimize the use of funds and prevent their misuse

### How EY can help

<table>
<thead>
<tr>
<th>01</th>
<th>Working to improve allocation of funds</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Strategic support for requesting and allocating funds for migration and asylum, e.g., from the World Bank or the EU’s Asylum, Migration and Integration Fund (AMIF) and Internal Security Fund (ISF), which was set up for the period 2014-20</td>
</tr>
<tr>
<td></td>
<td>Support to improve the impact of funds, targeting actions that are in line with well-defined priorities</td>
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</table>

<table>
<thead>
<tr>
<th>02</th>
<th>Striving to Improve management and control systems</th>
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<tbody>
<tr>
<td></td>
<td>Definition of management, monitoring and control systems to oversee effective implementation of funds</td>
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<tr>
<td></td>
<td>Benchmarking and process assessment studies to identify cost savings for projects and programs</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>03</th>
<th>Promoting a whole-of-government response to migration planning</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Collection, analysis and use of applied data to better understand the demographics of migrant groups and properly respond to their specific needs</td>
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<tr>
<td></td>
<td>Technical assistance to facilitate all stages of migration planning at all levels of government; help with establishing and consolidating vertical and horizontal coordination mechanisms around migration, within the government and between government and nongovernment stakeholders</td>
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</tbody>
</table>

<table>
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<tr>
<th>04</th>
<th>Supporting medium- to long-term planning</th>
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<tbody>
<tr>
<td></td>
<td>Data modeling to forecast migration trends and support for medium- and long-term actions (allocation of funds should be based on future needs and on long-term migration trends)</td>
</tr>
<tr>
<td></td>
<td>Measures to enhance and strengthen the preparedness system and contingency planning to cope with a further influx of migrants</td>
</tr>
</tbody>
</table>
### 3 Processing and implementation support

#### The challenges

- Work to improve the current and future capacity of administrative and judicial systems to manage migration inflows
- Strengthen reception capacity and processing capabilities to deliver accurate and speedy case determinations
- Refine capabilities to effectively manage returns of unsuccessful asylum applicants

#### How EY can help

<table>
<thead>
<tr>
<th></th>
<th>Supporting asylum seekers through the application process</th>
<th>Providing decision support for asylum applications</th>
</tr>
</thead>
<tbody>
<tr>
<td>01</td>
<td>Operational support for receiving and assisting asylum seekers and for preparing asylum requests, e.g., providing internet-based education and information on asylum procedures and requirements; helping translate forms and documents into relevant languages (e.g., Arabic or English); and providing interpreting services</td>
<td>Operational support for registering, screening and decision-making on asylum requests to create an efficient evaluation system, e.g., redesigning, streamlining and digitizing procedures; preparing case files; and providing automated support with plausibility checks, security inspections, document verification and fraud screenings</td>
</tr>
<tr>
<td>02</td>
<td>Supporting management of returns</td>
<td>Technical assistance with preparing and executing return operations, including pre-return assistance and coordination of return travel, and with encouraging cooperation with countries of return</td>
</tr>
<tr>
<td>03</td>
<td>Support in implementing policies to build or help improve reception facilities; assistance to migrants, including legal and social counseling, medical and psychological care, and development of high-quality infrastructure for reception, accommodation and integration facilities</td>
<td>Support in strengthening the first reception phase of unaccompanied minors (e.g., early identification, transfers to reception centers, identification of specific vulnerabilities)</td>
</tr>
</tbody>
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**The global displacement of populations:** from crisis management to long-term solutions
4 Resettlement and integration

The challenges

• Build the resilience of governments at the central and local levels to manage migrant inflows (e.g., developing the capacity to address health, education and accommodation needs)

• Identify measures to support the social and economic integration of migrants and realize the potential of skilled migrants

How EY can help

01 Sociocultural orientation

• Facilitate cooperation among government authorities, the business community and civil society to provide information and orientation services (e.g., legal and social guidance, and language tuition)

• Research and analyze the situation in the host country – especially integration obstacles and ways to overcome them

• Build the skills and capacity of staff and volunteers dealing with the integration of migrants

02 Employment, reskilling and entrepreneurship

• Support market-based training and reskilling initiatives, as well as programs to encourage start-ups and entrepreneurship

• Help businesses verify that internal systems and processes are in place to comply with changing immigration legislation and standards

• Develop programs to promote speedy and effective workforce integration (e.g., mutual recognition of qualifications and mentorship)

03 Housing and infrastructure

• Support the selection of 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

• Support the development of innovative financing solutions and public-private partnerships for infrastructure development

04 Health and education

• Conduct an “as is” assessment of the health and education systems in host countries and determine the required changes

• Provide a needs assessment, gap analysis and implementation plan

5 Post-implementation evaluation

The challenges

• Evaluate the impact of projects and programs related to asylum processing, returns, integration and resettlement

• Help national and regional governments align services with quality standards defined at supranational and national levels by working to improve compliance with relevant laws, enhancing the accountability of agencies and sharing examples of good practices

How EY can help

01 Evaluating performance of agencies and funds

• External evaluations of relevant agencies’ impact, efficiency and effectiveness in implementing their mandates; the findings can inform recommendations on adapting and improving the work and possibly modifying policy and legislation

• Ex-post external evaluations of the use of funds on specific projects and programs to measure the impact and assess whether the funds have achieved their objectives

02 Monitoring and evaluating implementation initiatives

• Evaluation of programs to help refine aspects of integration, including information and communication instruments and campaigns; policies for employment and entrepreneurship; programs for including foreign children in schools; language training; housing; health care; participation in local elections and political life; and policies and events promoting diversity and intercultural dialogue

03 Evaluating risk and compliance with international laws and obligations

• Independent risk assessment of systems and procedures for managing asylum flows and identifying gaps and key actions

04 Identifying and sharing good practices

• SWOT analysis and benchmarking of countries’ practices in the migration field (e.g., reception systems and integration) aimed at improving migration policies and governance

• Identification of good policy practices and implementation that can be used as a model for other countries
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