Forum: Economic and Social Council (ECOSOC)
Issue: Measures to create job opportunities for refugees
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Introduction

According to the United Nations High Commissioner for Refugees, during the year 2018, a total of 13.6 million individuals were displaced, reaching a number of 37,000 individuals displaced per day. The number of people fleeing conflict now is higher than during the second World War. Refugees from Afghanistan, Myanmar, Somalia, South Sudan and Syria consist more than two-thirds of the world’s displaced individuals, fleeing from persecution, conflict and human rights violations. Mr Gandi, the UN High Commissioner for Refugees, said that 80% of displacements are individuals who flee to neighbouring states, which, most likely, are Less Economically Developed Countries (LEDCs). The High Commissioner added: “That's where the crisis is. That's where we need to focus.”

Concerning the host-countries, Turkey accommodates a total of 3.7 million Syrians, Pakistan hosts approximately 1.5 million Afghans and more than a million people from neighbouring states have found refuge in Uganda. From More Economically Developed Countries (MEDCs), only Germany has reached the top 10 refugee recipient states, with 1 million refugees being hosted in the country. History has shown that approximately, 80% of refugees return home after 5 years, but one fifth of the world’s displaced individuals live in exile for more than 20 years. With refugees remaining at their host countries for more than 5 years, economic integration is necessary. However, since most hosts are LEDCs, and MEDCs are reluctant to receive large numbers of immigrants, many issues appear. Documentation, housing, job opportunities and healthcare are only some of the challenges that hosts countries are called to face. Cultural and social integration are also some of the long-term goals of host-countries.

The Economic and Social Council will discuss and debate upon possible measures that can be adopted by host-countries, with the goal of creating more job opportunities for refugees.

2 https://www.unhcr.org/globaltrends2018/
4 https://www.unhcr.org/globaltrends2018/
5 https://www.unhcr.org/globaltrends2018/
Definition of Key Terms

Refugee

The term Refugee describes individuals who have been granted protection before they enter another country, based on specific grounds. Well-founded grounds for one to be granted refugee status are based on “fear of persecution for reasons of race, religion, nationality, political opinion or membership in a particular social group.”6 Once a person is granted refugee status, they enjoy certain rights that, described in the 1951 Convention, but not all states have ratified it.

Asylum and Asylum Seekers

The Universal Declaration of Human Rights (1948) reads, in Article 14: “(1) Everyone has the right to seek and to enjoy in other countries asylum from persecution. (2) This right may not be invoked in the case of prosecutions genuinely arising from non-political crimes or from acts contrary to the purposes and principles of the United Nations.”7

An asylum seeker is an individual who “moves across borders for protection but may not fulfill the strict criteria laid down by the 1951 Convention”8. Asylum seekers can become refugees, if authorities believe that they fit the international definition of a refugee. An asylum seeker must prove that “their fear of persecution in his or her home-country is well-founded”9. The definition of asylum seekers often varies, but in most countries, they are considered to be the individuals who request protection status after they enter the country, rather than before. In 2018, there were 1.7 million asylum claims10, according to the United Nations High Commissioner for Refugees.

Refugee crisis

A refugee crisis refers to any mass movement of refugees, internally displaced persons, migrants or any forcible displaced persons.

Naturalisation

The legal process by which non-citizens of a country become citizens. This process varies from country to country. Some nations have implemented “mass naturalisations”, such as the 1922 naturalisation of 1.5 million Greek Orthodox Christians after the signing of the Treaty of Lausanne11.

6 https://www.unrefugees.org/refugee-facts/what-is-a-refugee/
9 https://www.unrefugees.org/refugee-facts/what-is-a-refugee/
10 https://www.unrefugees.org/refugee-facts/what-is-a-refugee/
The process of denaturalisation is the stripping of one’s nationality. It can be voluntary, for example in states that enforce single-citizenship, where one, to obtain another citizenship, they have to be stripped from their original one. It can also be enforced if one obtained their citizenship with the use of fraud, or there was an administrative mistake.

Resettlement

The United Nations High Commissioner for Refugees, defines resettlement as the transfer of refugees from an asylum country to another State that has agreed to admit them and ultimately grant them permanent settlement." According to the UNHCR, less than 1% of refugees in 2018 were resettled to a third country.

Stateless

The 1954 Convention relating to the Status of Stateless Persons defines stateless as "not considered as a national by any state under the operation of its law". In 2018, there were 12 million stateless individuals globally. Noteworthy is Article 15 on the Universal Declaration of Human Rights, which reads: “(1) Everyone has the right to a nationality. (2) No one shall be arbitrarily deprived of his nationality nor denied the right to change his nationality.”

Internally displaced persons (IDPs)

“An internally displaced person, or IDP, is someone who has been forced to flee their home but never cross an international border.” IDPs do not qualify for refugee status, since they are under the protection of their own government. Colombia, Syria, Somalia and the Democratic Republic of Congo are some of the countries with the most IDPs.

Background Information

The issue of creating job opportunities for refugees is one that is directly linked to the economic integration of these individuals. However, in order for economic integration to take place, one must successfully integrate in society as a whole. Still, there are specific legal procedures for one to become a refugee. The Background information sector of this study guide will briefly review the process states have

12 https://www.unhcr.org/resettlement.html
13 https://www.refworld.org/docid/415c3cfb4.html
16 https://www.unrefugees.org/refugee-facts/what-is-a-refugee/
adopted for the integration of refugees, introduce the sectors of a full integration, list complications and provide examples. Creating job opportunities for refugees is not a task that can be addressed with a simple, direct approach, as it does not only require change in the job market, but rather with major change in international legislation, including the very definition of the term “refugee”. Further research is strongly advised for one to acquire a holistic approach to the issue.

![Figure 1 - Proportion displaced out of the world population](image)

**Figure 1 - Proportion displaced out of the world population**

**Refugee Status Determination Process**

“Refugee Status Determination, or RSD, is the legal or administrative process by which governments or UNHCR determine whether a person seeking international protection is considered a refugee under international, regional or national law.” The RSD process can, thus, determine the rights a displaced individual has. The responsibility of carrying out RSD falls on the host-state’s administrations, but the United Nations High Commissioner for Refugees can, too, conduct the process, if the host-country has not ratified the 1951 Refugee convention or does not have the capability or resources to conduct the process.

The procedure followed by one to claim refugee status is similar in most countries. The country in which an asylum seeker applies for protection status is responsible for “providing safe haven to refugees and processing asylum cases in a fair and timely manner”. During the RSD process, government officials or UNHCR personnel interview the asylum seeker and investigate their quality of life in their home country, and may grant one with refugee status.

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17 [https://www.unhcr.org/globaltrends2018/](https://www.unhcr.org/globaltrends2018/)
18 [https://www.unhcr.org/refugee-status-determination.html](https://www.unhcr.org/refugee-status-determination.html)
Rights of Asylum Seekers

An asylum seeker is rightfully entitled to stay in the host-country and have their claim processed. The Note on Non-Refoulement introduces the principle of non-refoulement: "No Contracting State shall expel or return ("refouler") a refugee in any manner whatsoever to the frontiers of territories where his life or freedom would be threatened on account of his race, religion, nationality, membership of a particular social group or political opinion." Limitations do, though, exist in the above-mentioned principle. If one is considered to be a threat to the host community, they may be deported. For instance, any asylum seekers in Germany who get convicted of a crime and are sentenced to more than one year in prison can be deported to either their home-country or a safe third-country.

Most countries in Asia, Africa and Middle East employ encampment policies to safeguard individuals awaiting the completion of RSD procedures. Australia, for example, operates detention centers in Papua New Guinea and Nauru, which are under fire for being "under-resourced and understaffed".

In Europe, even if refugee camps are utilised, many governments house refugees in community centers. In some countries, refugees can reside with the local populations and those with the financial means to do so can rent houses while waiting for their application to be approved.

Approaches to asylum claims

Countries can approach RSD procedures in three main ways. Domestically, internationally or with a dual approach.

An example of a domestic approach to RSD procedures in the country of Tanzania. Having signed both the 1951 Refugee Convention and the 1969 OAU Convention, the country granted asylum to most seekers after the 1994 Rwandan genocide. The country currently grants asylum to all Burundi citizens who flee their country, as it defines as a refugee anyone fleeing violence. An approximate of 335,000 refugees reside in the country.

An example of an international approach is the country of Egypt. The responsibility of RSD procedures in the country lies to the local UNHCR officials.

On the dual approach, the United States do not consider that international law overrides domestic law. Ergo, to utilise international law, domestic law must incorporate it. The 1952 Immigration and

20 https://www.unhcr.org/3ae68ccd10.html
22 https://www.nrc.no/perspectives/2019/6-things-you-should-know-about-refugees-in-tanzania/
The Nationality Act came a year after the 1951 Refugee Convention, essentially enforcing most of the proposed clauses of the international legislation.

Figure 2: Major source countries for refugees

Figure 3: Major refugee-host countries

23 https://www.unhcr.org/globaltrends2018/
24 https://www.unhcr.org/globaltrends2018/
Rights of refugees

Refugees enjoy a set of rights, dictated by the 1951 Convention. Refugees have a right to non-refoulement, freedom of movement, right of liberty and security of the person, right to family life and other rights. The right to non-refoulement is analysed above, in the section Rights of asylum seekers. All refugees are to be allowed to move freely within their host country, “unless compelling reasons of national security or public order otherwise require.” This right has proven to be very important in countries that cannot fully accommodate large refugee populations. The right of liberty and security of the person plays an important role to how refugees are treated in their host country. The European Union has passed the Dublin regulation to, among others, set which states are responsible for a refugee's security. According to the right of family life, where an individual is granted asylum, their dependent relatives can be granted protection status. Other rights dictated by the 1951 Convention include “the rights to education, access to justice, employment, and other fundamental freedoms and privileges similarly enshrined in international and regional human rights treaties.” Noteworthy is the fact that, even though these rights have been largely accepted by the international community, many states do not abide by the international law. The Human Rights Watch’s report on Lebanon (2018) describes ill-treatment, torture, violation of the freedom of assembly, gender discrimination, illegal employment of refugees.27

Complications during integration

The full, successful integration of refugees in their host-country should be the goal of all states. According to the UNHCR, “there is no “one-size-fits-all” approach to integration,” but states should always consider the impact of measures on the following sectors.

Gender equality

The New York Declaration on Refugees and Migrants (NYD) introduced the importance of safeguarding the rights of all female displaced persons. Female displaced individuals consist of half of the forcibly displaced individuals worldwide. Many host-countries, face women and girls with injustice. According to the Global Campaign for Equal Nationality Rights, 26 countries prevent mothers from passing their nationality to their children, thus leaving the minors stateless.

25 https://www.unhcr.org/4ca34be29.pdf
26 https://ijrcenter.org/refugee-law/
30 https://equalnationalityrights.org/the-issue/the-problem
Discrimination

Racial discrimination is one of the most common complications faced during the integration of refugees. Refugees are often victims of discrimination in their host countries, from their very arrival. In Greece, a major European refugee-host country, “older and newly-formed organised criminal groups assume responsibility for racist attacks against refugees”31. “Discrimination has been identified as a major stressor and influence on immigrant health”32. It is critical to realise that countries where refugees integrate successfully see less toxic narratives than countries where refugees remain encamped and, overall, non-integrated.

Education

The educational factor plays a very important role to the integration of refugee minors and adults.

Language classes

“McKinsey and Company calculated that 910 000 class opportunities will be needed if all adult refugees were to take language courses in Europe.”33 In some countries, like Sweden, the government spends approximately 4,000 euros per student34 for their language classes, while France facilitates classes with the assistance of charities. However, there rarely is enough funding while the students do not get European qualifications that they can use later during the process of entering the job market.

Minors

Between 2015-2016, 30% of refugees were children35. Many of these children have experienced trauma and require assistance, while some have difficulties learning the new language. Refugees also, tend to not continue with their education on higher level.

Diploma recognition

Assessing a refugee’s competence on their original field of work is essential to integrating them in the job market. Most refugees though, do not carry proof of their education and/or work with them, and even if they do, it is near impossible for a host-country’s administration to make sure that they are valid.

32 https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6553658/
**Housing**

Housing is necessary for one to be an independent and integrated member of society. Caritas says that the characteristics that describe housing situations of refugees are not up to the standard. Most refugees reside in crowded camps, while a large amount is homeless.

**Healthcare**

All host countries will put their national health care systems to a test by accommodating large numbers of refugees. On a general note, refugees tend to arrive with some different health issues than most natives, and local authorities are often ill-prepared. There is little support for Post-Traumatic Stress Disorder, while local authorities are not aware of the cultural characteristics of many refugees, who might end up refusing to exercise their right to be treated.

**Exploitation**

Refugees are often victims of human rights violations, including sexual exploitation, child labour, and torture. In camps, refugee girls are found to be victims of sexual exploitation. In 2001, it was uncovered that in refugee camps in some West-African countries, namely Sierra Leone, Guinea, and Liberia, some young girls exchanged sex for food or hygiene items.

**Unemployment**

It is also critical to understand that the introduction of large groups to a job market could lead to unemployment. It is also worth mentioning that the vast majority of displaced individuals reside not

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in More Economically Developed Countries (MEDCs) but in Less Economically Developed Countries (LEDCs), where job opportunities are scarcer. The Organisation for Economic Co-operation and Development (OECD) launched, on 2016, a European Union-wide survey to investigate the success of current measures for the introduction of refugees in the workforce. The survey uncovered that an average 5 years after the arrival of refugees, less than half were integrated to the workforce.

Figure 5- Refugees (18-64 years old) recognised over 2014-17 as a share of the employed population (as of 2017) in receiving EU countries

Prospects of the “refugee influx”

Over the years 2014-17, 1.7 million refugees have been granted protection status in the European Union. Even if this number seems high, it is argued that it will not actually affect the economy of state-receivers. In Sweden, the country that has accepted the largest numbers of asylum seekers, only 2% of the workforce consists of refugees\(^{37}\). For one to analyse the effects of a refugee influx in an economy, a separation of short-term, mid-term and long-term is advised.

In the short-term, a state has to dedicate resources to provide refugees with the necessary food, shelter and first aid. In the medium-term, a country has to process asylum claims and initiate economic and social integration. In the long term, a refugee influx can be proven to be helpful for economies such as Europe, where there is a significant demographic problem. For example, during the 1960s and 1970s, Germany lacked skilled labour for its growing industry. Thus, migrants from Italy, Turkey and Greece were used as a boost for the industry. Some experts argue that migrants can encourage flexibility in the job market by supporting growing industries. Some studies even suggest that refugees can contribute a state more than locals, since they do not get the same amount of benefits as locals.

\(^{37}\) [https://www.ceps.eu/system/files/Refugee%20labour%20market%20shock_0.pdf](https://www.ceps.eu/system/files/Refugee%20labour%20market%20shock_0.pdf)
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**Figure 7** - Fiscal contribution, benefits and net contribution by migration status, 2007-2009 average in euros (PPP adjusted)

**Figure 8** - EU-28 population structure by age groups, 2014-2060 (% of total population)


Major Countries and Organizations Involved

United Nations High Commissioner for Refugees (UNHCR)

The UNHCR plays an important role in the process of integration of refugees. Other than leading most studies, its officials are often responsible with coordinating efforts and programs designed to help displaced persons. In some countries, UNHCR offices are responsible for granting individuals asylum.

Germany

Germany is one of the top 5 host-countries of refugees. Until the first half of 2019, there have been 600 attacks on refugees in Germany. The German Federal Employment Agency says that “35% of the refugees who arrived in 2015 were employed in October 2018 – up from 20% a year before.”

Figure 9- Key flows of refugees

Sudan

Sudan, too, is a major refugee-host country. The country hosts refugees from Eritrea, Syria, Yemen, Chad and S. Sudan.

41 https://www.bloomberg.com/opinion/articles/2019-09-06/germany-s-refugees-are-starting-to-pay-off
42 https://www.unhcr.org/globaltrends2018/
Uganda

Uganda is the largest host country in Africa, with more than a million refugees living inside its borders. Uganda has been implementing an “open door policy” since 2013, and some humanitarian experts call the country’s refugee policy “the most generous in the world”43.

Pakistan

Pakistan approximately 1.5 million Afghan refugees.44 During the 1970s Afghan-Soviet war, the first wave of Afghan refugees entered Pakistan. By 2001, there were almost 4 million Afghans in Pakistan, most of which returned to Afghanistan the next year. Refugees in Pakistan have limited access to healthcare and many diseases spread among populations, while violence is very common in communities, disrupting integration processes.

Turkey

Approximately 3 million Syrians live in Turkey, not including other nationalities with a total population of 300,000. After the condemnation of the actions of the Turkish armed forces in the area of Kurdistan by many European leaders, President Erdogan threatened to release 3 million Syrian refugees that reside in Turkey.

![Figure 10-Non-Syrian populations with protection status in Turkey](https://www.un.org/africarenewal/magazine/december-2018-march-2019/uganda-stands-out-refugees-hospitality)

![Figure 10-Non-Syrian populations with protection status in Turkey](https://data2.unhcr.org/en/country/pak)

![Figure 10-Non-Syrian populations with protection status in Turkey](https://refugeesolidaritynetwork.org/about-refugees-in-turkey/)

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45 [https://refugeesolidaritynetwork.org/about-refugees-in-turkey/](https://refugeesolidaritynetwork.org/about-refugees-in-turkey/)
## Timeline of Events

<table>
<thead>
<tr>
<th>Date</th>
<th>Description of event</th>
</tr>
</thead>
<tbody>
<tr>
<td>May 11&lt;sup&gt;th&lt;/sup&gt;, 2015</td>
<td>The European Commission proposes quotas for the relocation of refugees between EU member states.</td>
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<td>June 26&lt;sup&gt;th&lt;/sup&gt;, 2015</td>
<td>The European Council relocates 40,000 refugees from Greece and Italy to other European states.</td>
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<td>August 20&lt;sup&gt;th&lt;/sup&gt;, 2015</td>
<td>Macedonia seals borders and declares state of emergency after refugee influx with more than 3,000 people entering the country per day.</td>
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<tr>
<td>September 5&lt;sup&gt;th&lt;/sup&gt;, 2015</td>
<td>German Chancellor Angela Merkel announces: “as a strong, economically healthy country we have the strength to do what is necessary”, applying “no limits on the number of asylum seekers”</td>
</tr>
<tr>
<td>November 11&lt;sup&gt;th&lt;/sup&gt;, 2015</td>
<td>Valletta Summit on Migration</td>
</tr>
<tr>
<td>November 24&lt;sup&gt;th&lt;/sup&gt;, 2015</td>
<td>Sweden announces that it will only be granting temporary residence permits to refugees.</td>
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<tr>
<td>December 16&lt;sup&gt;th&lt;/sup&gt;, 2015</td>
<td>The Norwegian Ministry of Migration is set up, tightening asylum regulations.</td>
</tr>
<tr>
<td>January 26&lt;sup&gt;th&lt;/sup&gt;, 2016</td>
<td>The Danish parliament passes law allowing state entities to seize valuables in possession of migrants to finance their upkeep.</td>
</tr>
<tr>
<td>February 2016</td>
<td>Turkey, Belgium, Bulgaria, Macedonia, Austria and Norway tighten their border security and amend their asylum application laws</td>
</tr>
<tr>
<td>March 18&lt;sup&gt;th&lt;/sup&gt;, 2016</td>
<td>The EU-Turkish deals comes to effect</td>
</tr>
<tr>
<td>May 4&lt;sup&gt;th&lt;/sup&gt;, 2016</td>
<td>The EU proposes a 250,000 Euros fine for each refugee not accepted under the quotas set by the European Commission</td>
</tr>
<tr>
<td>January 2019</td>
<td>The European Union records a record-low number of refugee arrivals, an approximate of 150,000 people entering the EU during 2018.</td>
</tr>
</tbody>
</table>

## Relevant UN Treaties and Events

- New York Declaration for Refugees and Migrants, 3 October 2016 (A/RES/71/1)
- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, 3 March 2005 (A/RES/59/262)
- Statute of the Office of the United Nations High Commissioner for Refugees, 14 December 1950 (428 (V) )
- The Refugee Convention, 28 July 1951 (2198)
- Protocol relating to the Status of Refugees, 4 October 1967 (1186)
- The Universal Declaration of Human Rights, 10 December 1948, (217)
Previous Attempts to solve the Issue

Education

National governments have taken steps towards a better educational system for refugees. For example, Austria dedicated 23.75 million euros, in 2015, to improve facilities and train psychologists. Another 15 million was invested on language classes. French and British universities give scholarships to refugees, some using public funds and others using donations. The Identification of applicants (EURODAC), used by the European Union, shortens the waiting period for asylum while creating a new, electronic identification for refugees. Norway has introduced a skill recognition system that led to the hiring of 50% of the individuals that had their skills recognized by it.

Housing

The issue of housing is tackled differently from state to state. In Canada, for example, the government rents apartments in residential areas for individuals who are capable of integration. In Europe, housing is often covered by charities. In Italy, the program “a refugee in my home” calls for families to accommodate refugees for 6-9 weeks. This program also helps refugees integrate culturally, while it fights possible discrimination, by integrating refugees in society.

Unemployment

To fight adverse economic conditions, some countries have introduced legislation to protect both locals and refugees. Germany allows refugees to enter the workplace three months after their arrival, and only if there are no European or German citizens contesting for the specific job they are applying for. Worth mentioning are the state-sponsored job opportunities provided to refugees. Some states, like Germany, utilise “1 Euro jobs”, while others, like Sweden, utilize government subsidies to encourage the hiring of refugees. In order to increase the possibilities of integration, countries often disperse seekers across their country. The Schengen Agreement made transport of refugees easier between European states.

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Possible Solutions

The current refugee crisis requires adept decision making that will provide refugees with all necessary tools for their successful integration. On a general note, policy coherence should be implemented in states. Many countries through the past years saw different governments lead major refugee-host states, and thus, changing their policies. Such changes have a negative effect on the, already troubling, status quo. It is also critical to understand that most refugee-host countries are not MEDCs. Thus, all legislation implemented in MEDCs, such as Germany, no matter their success, may not simply be implemented to member-states with a substantially different profile.

Even if racial discrimination tendencies do exist prior to a country’s receiving refugees, an unsuccessful integration process will, most probably, fuel public opposition to refugee-friendly legislation or actions. However, states can always try to connect the local populations with the refugees, similarly to the Italian “a refugee in my home” initiative.

Minimising the time necessary for the procedure is equally critical. Not only will this cost governments less, since the individuals will be ready to become independent earlier, but the current conditions in detention camps could be avoided.

Equally important for the economic integration, in the long-run, of refugee populations, is the education provided to refugee minors. Similarly, adults must be introduced to the local culture. One could argue that, to ensure that these individuals will obtain the maximum amount of skills for them to integrate properly, language classes should be obligatory. The refugees could also be introduced to standardised tests that will further assist them to enter the job market. Since many refugees hold diplomas, the international community must find a way to get proof of these documents. Germany’s “early intervention” program requires checking previous work of individuals to ensure that they are fit to work.

49 https://www.ceps.eu/system/files/Refugee%20labour%20market%20shock_0.pdf
Both refugees and the economy must be incentivised to increase job opportunities for refugees. Refugees must be given incentives to enter a job market very different from the one they were used to. Companies/ firms should too be incentivised to hire refugees. Whether that is quotas, subsidies, or tax cuts, refugees should, smoothly, enter the workplace. One of the most important decisions that must be made by host-countries is the possible dispersion of refugees. Refugees should be sent to regions that need them and their possible expertise.

Filipo Grandi, the United Nations High Commissioner for Refugees said: “If you don't have unity in the supreme organ in the international community responsible for peace and security, how do you expect the number of refugees to diminish?” International cooperation is a key concept in this issue. The majority of current country-hosts can simply not sustain the amount of people they accommodate. Even though the steps that have been taken have been partly successful in some individual scenarios, the international community arguably has not done enough.

**Bibliography**


Appendix or Appendices

II. https://www.unhcr.org/globaltrends2018/
III. http://reporting.unhcr.org/population
V. https://www.ceps.eu/system/files/Refugee%20labour%20market%20shock_0.pdf