





Prospects for displaced persons in non-EU first reception and transit countries

European Migration Network Inform

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Explanatory note

This inform was prepared on the basis of national contributions from 20 EMN NCPs (AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HU, IE, LT, LU, LV, NL, PL, SI, SK) collected via an EMN Ad Hoc Query developed by the EMN NCPs to ensure, to the extent possible, comparability. The information contained in this inform refers to the situation in the abovementioned EMN Member Countries up to September 2022.

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1. KEY POINTS TO NOTE

This inform provides an overview of the strategies and initiatives put in place by the European Migration Network (EMN) Member Countries to enhance the prospects of displaced populations in non-European Union (EU) first reception and transit countries. It also identifies good practices that could serve as a starting point to develop or improve sustainable support initiatives. The analysis was prepared on the basis of contributions from 20 EMN Member Countries.1

- Over half (12) of the 20 EMN Member Countries who participated in this inform try to enhance the prospects of displaced populations in non-EU first reception and transit countries in their policy-making. Four have a strategy or policy primarily dedicated to this objective, while eight address it under their broader national development and/or migration strategies and policies. Eight EMN Member Countries do not specifically refer to the enhancement of prospects of displaced populations in any of their national strategies or policies.
- The strategies and policies are often linked to wider international and EU agreements, such as the Global Compact on Refugees (GCR),² the Sustainable Development Goals (SDGs)³ and the EU's New Pact on Migration and Asylum.4
- While there are strong commonalties among the strategies and policies reported, those primarily dedicated to enhancing the prospects of displaced populations generally aim to prevent onward movement, protect and promote human rights, and enhance the resilience of displaced people. In the EMN Member Countries that cover the enhancement of prospects under their wider development and/or migration policies, the primary objective is often to address the root causes of forced displacement. The geographical focus of the strategies and policies varies, ranging from a very broad scope consisting of multiple countries and regions to a more limited one, for example addressing the displacement of populations in countries affected by the crisis in Syria.

- 14 EMN Member Countries finance/implement specific initiatives to enhance the prospects of displaced populations in non-EU first reception and transit countries. These initiatives are funded by EMN Member Countries themselves (or with contributions from host countries) or as part of EU initiatives such as the EU Trust Funds. The initiatives reported cover different types of activities (e.g. education, vocational training, employment opportunities, livelihood support, psychosocial support) and a wide range of geographical areas (e.g. Middle East, the Horn of Africa, North Africa, East Asia, Central and Eastern Europe/Western Balkans and Latin America). They are implemented in cooperation with different types of partners (e.g. local non-governmental organisations (NGOs), national NGOs, international organisations, the UN, and national and local authorities).
- Several success factors contribute to effective approaches to enhance the prospects of displaced populations in non-EU first reception and transit countries. The most frequently reported include adopting a humanitarian-development-peace nexus (so-called triple nexus)⁵ approach, providing multiannual, flexible and predictable funding, and including host populations in the scope of the initiative. Several EMN Member Countries also identified specific ways to strengthen cooperation and partnerships to enhance the prospects of displaced populations, including the establishment of regional dialogues/networks, bringing together organisations that receive funding to share information, and fostering collaboration in the framework of the GCR.
- Some challenges were also identified that hinder successful implementation of these initiatives. These included the difficult socioeconomic conditions in non-EU first reception and transit countries, legal restrictions limiting the extent to which displaced people can access the labour market in the host country, conflicts of interest between host governments and donors, poor access due to the security situation, and the COVID-19 pandemic.



2. INTRODUCTION

Main aims and scope of the inform

This inform provides an overview of the strategies and initiatives put in place by the EMN Member Countries to enhance the prospects of displaced populations⁶ in non-EU first reception and transit countries. It also identifies

good practices that could serve as a starting point to develop or improve sustainable support initiatives.

Enhancing the prospects of displaced populations in non-EU first reception and transit countries is high on the agenda of EU-policy makers.⁷ The aims are manifold:

- AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HU, IE, LT, LU, LV, NL, PL, SI, SK.
- United Nations (UN), 'Global Compact on Refugees', 2018, https://www.unhcr.org/5c658aed4, last accessed on 26 May 2022.

 Office of the United Nations High Commissioner for Refugees (UNHCR), 'The Sustainable Development Goals and the Global Compact on Refugees, Working together to ensure that refugees and host communities are not left behind', n.d., https:/ 004.pdf, last accessed on 13 October 2022.
- Communication from the Commission on a New Pact on Migration and Asylum, COM(2020) 609 final, http b4f-ff13-11ea-b44f-01aa75ed71a1.0002.02 DOC_3&format=PDF, last accessed on 20 December 2022.
- See: Development Assistance Committee (DAC), 'Recommendation on the Humanitarian-Development-Peace Nexus', 2019, https://legalinstruments.oecd.org/en/instru-5 ments/OECD-LEGAL-5019#backgroundInformation, last accessed on 8 November, 2022.
- In the global context, being 'displaced' relates to the forced removal of a person from their home or country, often due to armed conflict or a natural hazard. In the EU context, it refers to a third-country national or stateless person who has had to leave their country or region of origin, or has been evacuated, particularly in response to an appeal by international organisations, and is unable to return in safe and durable conditions because of the situation prevailing in that country, who may fall within the scope of Article 1A of the Geneva Refugee Convention and Protocol or other international or national instruments giving international protection, in particular: (i) a person who has fled areas of armed conflict or endemic violence; (ii) a person at serious risk of, or who has been the victim of, systematic or generalised violations of their human rights. See: EMN, 'Asylum and Migration Glossary 6.0', 2018, http -6-0 en.pdf, last accessed on 8 November 2022.
- European Commission, 'Irregular Migration & Return', Directorate-General for Migration and Home Affairs (DG HOME), https://ec.europa.eu/home-affairs/irregular-migration-return_en, last accessed on 26 May 2022.

from reducing the root causes of (onward) irregular/ forced migration, to promoting the dignity, self-reliance and human rights of forcibly displaced persons and host communities. Evidence suggests that the self-reliance and resilience of displaced populations and host communities have deteriorated in the context of the COVID-19 pandemic.8 The consequences of the pandemic disproportionally affect refugee populations due to their precarious living conditions, irregular employment and difficulties accessing national social protection systems.9 In addition, the rise in the number of forcibly displaced people following the Russian invasion of Ukraine, combined with commodity price increases, have further stretched already limited resources, increasing competition for available funding.10

In light of the above, the specific objectives of this inform are to:

- Examine national strategies/policies to enhance the prospects of displaced populations in non-EU first reception and transit countries, and take stock of EMN Member Countries' commitments and objectives to increase support for sustainable livelihoods.
- Understand whether and how national strategies/ policies refer, integrate and contribute to existing EU and international frameworks aiming to enhance the prospects of displaced populations in non-EU first reception and transit countries.
- Provide examples of existing EMN Member Countries' programmes/initiatives to enhance the prospects of displaced populations in non-EU first reception and transit countries in order to identify good practices, as well as exploring opportunities to strengthen and foster (cross-border) partnerships and cooperation.

The scope of the inform covers current national strategies and policies addressing the mid-term and long-term (socioeconomic) needs of displaced populations, as well as specific programmes and initiatives implemented or funded in the framework of EMN Member Countries' cooperation with non-EU first reception and transit countries. The 'prospects' of displaced persons are understood as all elements that make up sustainable livelihoods. 11 Internally Displaced People (IDPs) are not included in the

scope of this inform as it solely focuses on non-EU first reception and transit countries.

The analysis was prepared on the basis of contributions from 20 EMN Member Countries.12

Policy context

As of May 2022, more than 100 million people around the world were forcibly displaced (compared to 89.3 million at the end of 2021). The number of displaced people has significantly increased since the Russian invasion of Ukraine in February 2022.13

Most refugees (72%) remain in countries neighbouring their places of origin, which are mostly low- and middle-income countries.14 In 2020, only 1 in 100 refugees found a durable solution¹⁵ and more than 16 million refugees lived in a protracted situation¹⁶ (4 million more than in 2016).¹⁷ Although the primary responsibility for promoting development initiatives targeting displaced populations lies with host governments, they often lack the resources and/ or capacity to do so,18 thus the contributions of international actors and civil society organisations (e.g. diaspora organisations) are of paramount importance.

While displaced populations benefit from humanitarian assistance, they are often excluded from development programmes and initiatives that could better address their long-term needs and vulnerabilities (e.g. due to obstacles deriving from restrictive host-state policies and legislation).19 The lack of development initiatives can undermine opportunities for displaced populations to become more self-reliant and can increase the likelihood of secondary displacements and movements outside their regions of origin.²⁰ By contrast, access to development-based approaches can create a win-win situation for displaced populations and host communities.²¹ There are a number of examples of development interventions that successfully contributed to enhancing the sustainable livelihoods of displaced populations while allowing them to contribute to local economies and support the development of the host communities, improving relationships between the two groups.²²

Policy frameworks and initiatives have been developed at global and EU level to address these challenges. For instance, the Global Compact on Refugees (GCR)

UNHCR, 'Global Compact on Refugees Indicator Report', 2021, https://www.unhcr.org/global-compact-refugees-indicator-report/wp-content/uploads/ 43/2021/11/2021_GCR-Indicator-Report_spread_web.pdf, last accessed on 26 May 2022.

UNHCR, 'Leave no one behind: promoting effective access of refugees in social protection systems in post-pandemic Europe', 2021, https://www.unhcr.org/partners/ngodiectory/61558a764/unhcr-social-protection-policy-brief.html, last accessed on 16 December 2022.

¹⁰ UNHCR, 'The price the world's forcibly displaced', 2022, https://reporting.unhcr.org/uk ine-situation/the-price-forcibly-displaced-could-pay, last accessed on 19 December

^{11 &#}x27;Sustainable livelihood' comprises the capabilities, assets (material and social resources) and activities required for a means of living. A livelihood is sustainable when it can cope with and recover from stress and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base. Here, sustainable livelihood approaches are understood as encompassing three components; (1) the promotion of livelihood assets (i.e. human capital, natural capital, physical capital and financial capital); (2) livelihood strategies (the activities and choices that people undertake to achieve their livelihood goals); and (3) the achievement of livelihood outcomes such as more income (e.g. cash), reduced vulnerability (e.g. better resilience through increase in asset status), improved food security (e.g. increase in financial capital in order to buy food) and a more sustainable use of natural resources (e.g. appropriate property rights). See: University of Zurich Development Study Group, 'The Sustainable Livelihood Approach', http kollmair.pdf, last accessed on 8 November 2022 iles/content/resource/files/main/sla

AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HU, IE, LT, LU, LV, NL, PL, SI, SK.

UNHCR, 'Refugee Data Finder', https://www.unhcr.org/refugee-statistics/insights/explainers/100-million-forcibly-displaced.html, last accessed on 13 October 2022. UNHCR, 'Global Trends Report 2021', https://www.unhcr.org/62a9d1494/global-trends-report-2021, last accessed on 17 June 2022.

^{&#}x27;Durable solutions' are any means by which the situation of refugees can be satisfactorily and permanently resolved to enable them to live normal lives. UNHCR traditionally pursues the durable solutions of voluntary repatriation, local integration and resettlement. See: UNHCR, 'Master Glossary of Terms', https://www.refworld.org/ 444.html, last accessed on 8 November 2022.

¹⁶ Defined as a situation in which 25 000 or more refugees of the same nationality have been in exile for five years or longer in a given asylum country. See: UNHCR, (Protracted Refugee Situations', 2004, https://www.unhcr.org/excom/standcom/40c982172/protracted-refugee-situations.html, last accessed on 4 October 2022.

UNHCR, 'Global Compact on Refugees Indicator Report', 2021, https://www.unhcr.org/global mpact-refugees-indicator-report/wp-content/up _GCR-Indicator-Report_spread_web.pdf, last accessed on 26 May 2022.

Lives in Dignity: from Aid-dependence to Self-reliance. Forced Displacement and Development, COM(2016) 234 final, https://www.eesc.europa.eu/en/our-work/opinions-in-18 formation-reports/opinions/lives-dignity-aid-dependence-self-reliance, last accessed on 13 October 2022.

²⁰ Ibid.

²¹ Betts, A., 'Socio-Economic Integration for Refugees', https://www.emn.at/wp-content/uploads/2022/03/emn-austria-2022-a-betts.pdf, last accessed on 26 May 2022.

was set up by the international community in 2018 as a (non-binding) global framework for better responsibility-sharing and international cooperation on finding durable solutions for refugees.23 The GCR has four key objectives: to ease pressures on host countries; to enhance refugee self-reliance; to expand access to third-country solutions; and to support conditions in countries of origin for return in safety and dignity. The objective to enhance refugee self-reliance includes expanding opportunities for refugees to access education, healthcare, livelihood opportunities and labour markets. The GCR also encourages signatory States to foster inclusive economic growth for refugees (and host communities) by providing financial support and expertise to promote economic opportunities, decent work, job creation and entrepreneurship programmes.²⁴ The GCR links forced displacement with the 2030 Agenda for Sustainable Development and the SDGs, 25 which includes refugees in the category of vulnerable people who should not be left behind.²⁶ In 2019, the first **Global Refugee Forum** shared good practices and allowed participants (including States, international organisations and civil society organisations) to make

pledges that will advance the GCR objectives. However, the COVID-19 pandemic has challenged and delayed implementation of many of those pledges.²⁷

In 2016, the European Commission published the communication, 'Lives in Dignity: From Aid-dependence to Self-reliance. Forced Displacement and Devel**opment'.**²⁸ This Communication establishes a policy framework to prevent protracted displacement and gradually reduce aid dependency in displacement contexts by fostering self-reliance of displaced populations (i.e. promoting access to education, housing, land, livelihoods opportunities, and supporting their interaction with host communities).²⁹ The Communication advocates for stronger cooperation between development and humanitarian actors and with host governments (e.g. through the EU Trust Funds and the Neighbourhood, Development and International Cooperation instrument - Global Europe (NDICI), see Box 1). The European Commission has been at the forefront of this new area and made efforts to mainstream the forcibly displaced in EU development programming.

Box 1: EU Trust Funds³⁰

Since 2013, the EU has used multi-donor trust funds, 'EU Trust Funds', as financing mechanisms to implement international cooperation and development actions. Under the EU Trust Funds, one or more donors (individual Member States or other entities) pool their financial contributions to respond to major challenges such as population displacement triggered by natural disasters and conflict. The EU Trust Funds have facilitated coordination and decision-making and benefited from the leverage of additional resources. Over the years, the EU has created a number of EU Trust Funds, including:

- **Bêkou EU Trust Fund for Central African Republic** initially established to respond to the consequences of the 2013 crisis in the Central African Republic. It included the provision of protection and assistance to refugees.³¹
- established in 2015 to deliver an integrated and coordinated response to address the root causes of instability, irregular migration and forced displacement. Two of its main strategic objectives are to create greater economic and employment opportunities and to strengthen the resilience of communities (including migrants and forcibly displaced people).³²

EU Regional Trust Fund in Response to the Syrian crisis – launched in 2014 to provide support (educational, economic, social, health) to Syrian refugees and host communities in Iraq, Jordan, Lebanon and Turkey, as well as covering some smaller interventions in Armenia, Egypt, Syria and Western Balkans.³³

The EU Trust Funds were not renewed under the new EU budgetary cycle (2021-2027) and their priorities will now be funded under the new **Neighbourhood**, **Development and International Cooperation** instrument - Global Europe (2021-2027) (NDICI -Global Europe) which entered into force in June 2021. The NDICI - Global Europe replaced and merged 10 different EU financing instruments under the previous budgetary cycle (2014-2020) (including EU Trust Funds) into one comprehensive instrument in order to better deliver on the EU external policy priorities, including migration partnerships (addressing the root causes of irregular migration and forced displacement; migration management; durable solutions for refugees; and legal pathways). This new EU instrument will be primarily implemented through geographical programmes (Neighbourhood,³⁴ Sub-Saharan Africa, Asia and Pacific, and Americas and the Caribbean).35

²³ UN, 'Global Compact on Refugees', 2018, https://www.unhcr.org/5c658aed4, last accessed on 26 May 2022.

²⁴ United Nations, 'Global Compact on Refugees', 2018, https://www.unhcr.org/5c658aed4, last accessed on 26 May 2022.

²⁵ UNHCR, 'The Sustainable Development Goals and the Global Compact on Refugees: Working together to ensure that refugees and host communities are not left behind', https://www.unhcr.org/Sefcb5004.pdf, last accessed on 13 October 2022.

²⁶ UN General Assembly, 'Transforming our world: the 2030 Agenda for Sustainable Development', A/RES/70/1, https://daccess-ods.un.org/tmp/5497241.02020264.html, last accessed on 3 October 2022.

²⁷ UNHCR, 'Global Compact on refugees, Indicator Report', 2021, https://www.unhcr.org/global-compact-refugees-indicator-report/wp-content/uploads/sites/143/2021/11/2021 GCR-Indicator-Report spread web.pdf, last accessed on 3 October 2022.

²⁸ Lives in Dignity: from Aid-dependence to Self-reliance. Forced Displacement and Development, COM(2016) 234 final, https://www.eesc.europa.eu/en/our-work/opinions-information-reports/opinions/lives-dignity-aid-dependence-self-reliance, last accessed on 2 December 2022.

Directorate-General for International Partnerships (DG INTPA), 'Trust Funds', https://international-partnerships.ec.europa.eu/funding/funding-instruments/trust-funds_en, last accessed on 13 October 2022.

³¹ European Commission, 'Bêkou Trust Fund', https://international-partnerships.ec.europa.eu/policies/programming/programmes/bekou-trust-fund_en, last accessed on 13 October 2022.

³² European Commission, 'EU Emergency Trust Fund for Africa', https://ec.europa.eu/trustfundforafrica/index_en, last accessed on 13 October 2022.

European Commission, 'EU Regional Trust Fund in Response to the Syrian crisis', https://trustfund-syria-region.ec.europa.eu/index_en, last accessed on 13 October 2022.

³⁴ European Commission, 'European Neighbourhood Policy', https://neighbourhood-enlargement.ec.europa.eu/european-neighbourhood-policy_en, last accessed on 2 December 2022.

⁵⁵ European External Action Service (EEAS), 'The new 'NDICI - Global Europe' (2021-2027)', https://www.eeas.europa.eu/eeas/new-%E2%80%98ndici-global-europe%E2%80%99-2021-2027_en, last accessed on 8 November 2022.

Under the **New Pact on Migration and Asylum**,³⁶ the European Commission reaffirmed its commitment to supporting third countries facing significant migratory pressure, including through the provision of life-saving support to displaced populations and fostering sustainable development initiatives. The New Pact on Migration recognises that the root causes of irregular migration and forced displacement are complex and highlights the importance of reducing poverty and inequality and promoting human development, jobs, and economic opportunities

(including through external policy instruments). Nevertheless, it also points out that EU level efforts alone are not enough. Coordination between the EU and Member States at all levels (bilateral/multilateral and regional) is essential and Member States' involvement in the EU approach to forced displacement has proven to be key for success.³⁷ In this context, the New Pact on Migration and Asylum also states that the EU could draw on the experience of Member States and key partners to develop its own approach.



3. NATIONAL STRATEGIES AND POLICIES

Four EMN Member Countries³⁸ have a dedicated strategy or policy that primarily aims to enhance the prospects of displaced populations in non-EU first reception and transit countries. The four strategies and policies are also embedded into the countries' wider development polices. Eight EMN Member Countries³⁹ cover this aim under a broader national development and/or migration strategy or policy, while a further eight⁴⁰ do not specifically refer to the enhancement of prospects of displaced populations in non-EU first reception and transit countries in any of their national strategies or policies.

Belgium, the Czech Republic, Germany and the Netherlands each has a dedicated strategy or policy to enhance the prospects of displaced populations in non-EU first reception and transit countries, and their strategies also target host communities and IDPs. In Germany, the policy is restricted to those countries most affected by the conflict in Syria, while the other three target larger geographical regions. The strategies and policies share the overall objective to enhance the prospects of displaced populations, but there are also some differences in terms of their objectives. For example, in the Czech Republic, the policy is primarily linked to the country's external migration objectives (including supporting

countries of origin and transit in migration management). In the Netherlands, the policy aims to achieve two of the objectives of the GCR (relieving the pressure on reception countries and increasing self-reliance of refugees) and contribute to migration management objectives (including preventing onward movement). In Belgium, the strategy has some overarching objectives, including the protection and respect of human rights, improving the resilience of displaced populations, and promoting good migration management. In Germany, the strategy primarily aims to create economic prospects through financing short-term employment opportunities (see Table 1).

As mentioned above, these four strategies and policies are embedded in the countries' wider development polices. In the Czech Republic and the Netherlands, the policies are also connected to the external dimension of their migration policies. All four strategies and policies are linked to the implementation of the GCR. Belgium and the Netherlands also refer to the SDGs, while the European Pact on Migration and Asylum is mentioned by Belgium and the Czech Republic. Belgium's strategy is also linked to the Global Compact for Safe and Orderly Migration (GCM).

Table 1: Overview of national strategies and policies to enhance the prospects of displaced populations in non-EU first reception and transit countries

EMN Member Country	National strategy/ policy	Link to EU/ international frameworks	Objectives	Target group	Geographical focus
Belgium (Belgian Directorate-General for Development Cooperation and Humanitarian Aid (DGD))	Strategic Note on "Migration as a lever for develop- ment" (2022)	 GCR GCM International Organization for Migration (IOM) Institutional Strategy on Migration and Sustainable Development SDGs European Pact on Migration and Asylum 	Relevant objectives include: To support and promote good management of migration by the various actors at all levels (international, national, regional, local) To promote the protection and respect of human rights, as well as the well-being and resilience of migrants, refugees and host communities To use and promote the potential of migration for sustainable development	MigrantsRefugeesIDPsStateless peopleHost communities	Countries where the Belgian Development Co- operation Agency (Enabel) pays special attention to (the Sahel region and West Africa, the Great Lakes region, North Africa and the Middle East)

Communication from the Commission on a New Pact on Migration and Asylum, COM(2020) 609 final, https://eur-lex.europa.eu/resource.html?uri=cellar:85ff-8b4f-ff13-11ea-b44f-01aa75ed71a1.0002.02/DOC_3&format=PDF, last accessed on 20 December 2022.
 Ibid.

³⁸ BE, CZ, DE, NL

³⁹ AT, BG, ES, FI, FR, HU, IE, SK.

⁴⁰ CY, EE, EL, LT, LU, LV, PL, SI.

EMN Member Country	National strategy/ policy	Link to EU/ international frameworks	Objectives	Target group	Geographical focus
Czech Republic (Ministry of the Interior)	Concept Doc- ument of the Ministry of the Interior's Aid in Place Programme as an Instrument of the External Migration Policy of the Czech Republic (2021)	GCR European Pact on Migration and Asylum	Relevant objectives include: To support countries of origin and transit that host large groups of forcibly displaced persons To help to build capacity in combating irregular migration, including migrant smuggling, and border protection To support relevant countries in the management and development of local asylum and migration systems To stabilise the situation of forcibly displaced populations in first reception countries and host communities, and support durable solutions To provide direct aid to forcibly displaced populations	Forcibly displaced populations (including IDPs) Other persons on the move Host communities	EU neighbourhood (especially Western Balkans), Middle East, North Africa and the Sahel region
Germany (German Federal Ministry for Economic Cooperation and Development (BMZ))	Partnership for Prospects (P4P) (2016)	• GCR	 To improve the living conditions of refugees, IDPs, and vulnerable populations in host communities in the countries most affected by conflict in Syria by means of short- term employment and income opportunities 	Syrian refugeesIDPsHost communities	Middle East and North Africa region (Iraq, Jordan, Syria, Turkey)
The Nether- lands	Reception in the Region Policy (2016)	• GCR • SDGs	 To relieve the pressure on reception countries To increase self-reliance among refugees To contribute to migration management objectives, including reducing onward migration. 	RefugeesIDPsHost communities	Main geographical focus on the Horn of Africa and the region around Syria Future expansion in the Afghanistan (AFG) region

The four EMN Member Countries rely on various mechanisms and partnerships to operationalise their strategies and policies. For example, the German P4P is primarily implemented via governmental agencies (KfW Development Bank, German Agency for International Cooperation (GIZ)) in collaboration with a wide range of international and national partners, including international organisations and civil society organisations. In Belgium, the DGD is primarily responsible for implementing the Strategic Note on "Migration as a lever for development", together with Enabel and diplomatic posts. It also relies on cooperation with public institutions and agencies, 41 civil society organisations, diaspora individuals/organisations and the private sector. The Netherlands uses several instruments to implements its Reception in the Region Policy (see Box 2).

Box 2: the Netherlands - main instruments to achieve the objectives of the Reception in the Region Policy

- The Prospects Partnership: a five-year innovative collaboration model with the International Finance Corporation (IFC), the International Labour Organization (ILO), UNHCR, the United Nations Children's Fund (UNICEF) and the World Bank. The Partnership aims to enhance the prospects of refugees, IDPs and vulnerable host communities.
- Investment in local NGOs: the Netherlands works with many NGOs and local organisations through the Prospects Partnership. It also invests in international and local NGOs through the subsidy framework 'Migration and Development' (subsidiekader Migratie en Ontwikkeling), which was established in 2018.
- Global Concessional Finance Facility (GCFF) of the World Bank: the GCFF provides development support on concessional terms to middle-income countries impacted by refugee crises across the world. The Netherlands is affiliated with GCFF as a 'Supporting country'.

⁴¹ For example, the Immigration Office, the Office of the Commissioner General for Refugees and Stateless Persons, the Federal Agency for the Reception of Asylum Seekers (Fedasil), the Federal Migration Centre and the Federal Police.

Most of the eight EMN Member Countries that cover the enhancement of prospects of displaced populations within broader national policies reported that this aspect was addressed in their general national development cooperation strategies and/or policies.42 Some countries⁴³ also cover these prospects under their **national** migration policies (e.g. external dimension of migration). Austria and the Slovak Republic also cover aspects related to the enhancement of prospects of displaced populations in country-specific strategies or specific agreements with first reception and transit countries (Uganda and Kenya, respectively). In Spain, the enhancement of prospects of displaced populations is covered under the broader cooperation strategy for Sub-Saharan Africa and for Colombia. In Austria, it is covered under the broader government programme.

Most of these EMN Member Countries⁴⁴ cover enhancing the prospects of displaced populations in connection with the wider objective to address the structural/root causes of forced displacement and irregular migration (from countries of origin and first reception countries). Austria, for example, emphasises reducing the structural causes of irregular migration. In Bulgaria, the envisaged assistance to enhance the prospects of displaced populations

(e.g. by creating local employment opportunities and strengthening stability and peace) is also connected to the need to reduce the root causes of irregular migration and refugee movements. Similarly, in the Slovak Republic, both the national migration and development strategies cover the enhancement of prospects of displaced populations in the context of the country's efforts to reduce the causes of irregular migration in countries of origin and transit. In Finland, the development policy targets the creation of sustainable social impacts that can influence the drivers of forced and voluntary migration. In France, the enhancement of prospects is connected to the broader development goal of reducing the factors of forced displacement while promoting legal migration channels and ensuring that the human rights and dignity of displaced populations are respected. In Ireland, the enhancement of prospects of displaced populations is connected to the Irish government's development focus on reducing humanitarian needs and fostering resilient livelihoods. Table 2 provides an overview of the national strategies and policies that include or refer to the enhancement of prospects of displaced populations in non-EU first reception and transit countries.

Table 2: National strategies and policies that include or refer to enhancing the prospects of displaced populations in non-EU first reception and transit countries

n°	Migration		Development
	Migration	ODD JEN	Development

	400		
EMN Member Country	Policy area	National strategy/policy	Main geographical areas
Austria		The 2020-2024 government programme increased the focus on migration in the context of development cooperation (including in countries of origin and in first reception and transit countries). It aims to promote aid and perspectives in countries of origin and first reception so as to minimise irregular migration. This approach is also incorporated into the three-year programme of Austrian Development Policy (2022-2024). The 2022-2024 Austrian Development Policy emphasises the importance of offering prospects and opportunities to displaced populations and host communities (by improving political, economic and social conditions) to address the structural causes of forced displacement and irregular migration	Key countries of origin and first reception. South-East Europe/Western Balkans, South Caucasus, West Africa/Sahel, East Africa/Horn of Africa, Southern Africa, Bhutan (until 2023), Palestine
Bulgaria		The Medium-Term Programme for Development and Humanitarian Aid of the Republic of Bulgaria 2020-2024 refers to the provision of humanitarian and development assistance to partner countries to address the root causes of irregular migration and refugee waves by promoting sustainable development, creating local employment opportunities and strengthening stability and peace	Western Balkans, Eastern Partnership countries, the Middle East, North Africa, Sub-Saharan Africa, Asia
Finland		Finland's development policy recognises the role of migration on development. It sets out a number of development priorities (promoting the rights of women and girls, education, sustainable economies and decent work, peaceful societies, addressing climate change) that aim to create sustainable social impacts that can also influence the drivers of forced and voluntary migration	Ethiopia, Kenya, Mozambique, Somalia, Tanzania, Afghanistan, Myanmar, Nepal, Ukraine, Kyr- gyzstan, Tajikistan, Uzbekistan In the Middle East: Palestinian territory, Syria, neighbouring countries

⁴² AT, BG, ES, FI, FR, HU, IE, SK.

⁴³ AT (the development of a national migration strategy is included in the current government programme 2020-2024), BG, FR, SK.

⁴⁴ AT. BG. Fl. FR. HU. SK.

EMN Member Country	Policy area	National strategy/policy	Main geographical areas
France		The French Strategy on Migration and Development includes cooperation with third countries for the implementation of projects targeting displaced populations and/or intra-regional migration. French development assistance provided under this strategy, aims among other things, to reduce the factors of forced displacement, while promoting legal migration channels and ensuring that the human rights and dignity of migrants are respected The Prevention, Resilience and Sustainable Peace Strategy promotes the inclusion of forced displacement in development projects with the objective of maintaining peace and combat-	Benin, Burkina Faso, Burundi, Comores, Djibouti, Ethiopia, Gambia, Guinea, Haiti, Liberia, Madagascar, Mali, Mauritania, Niger, Central African Republic, Democratic Republic of Congo, Senegal, Chad, Togo ⁴⁵
Hungary		ing fragility Hungary's International Development Cooperation Strategy 2020-2025 aims, among other things, to provide development assistance to displaced populations (among other groups) to tackle the root causes of migration	Africa, Middle East
Ireland		In 2019, the government of Ireland launched a new policy for international development, 'A Better World', which focuses on the principle of 'furthest behind first'. A key priority is to reduce humanitarian needs, including supporting sustainable livelihoods of displaced populations. The policy makes a general commitment to strengthen efforts across the Irish government's development work to foster resilient livelihoods for displaced people	All geographical areas in which Ireland works on development, with a particular focus on sub-Saharan Africa
Slovak Republic		The Migration Policy of the Slovak Republic with Perspective until 2025 has a dedicated chapter on migration and development which briefly refers to enhancing the prospects of displaced populations in connection with the need to address the root causes of irregular migration from transit countries The Medium-term Strategy for Development Cooperation 2019-2023 states the country's commitment to reducing the causes of irregular migration in countries of transit and origin by eliminating poverty, creating job opportunities, enhancing food safety, developing human potential and increasing economic social resilience of communities	Kenya, Moldova, Georgia, Albania, Bosnia and Herzegovina, Montenegro, Kosovo, North Macedonia, Serbia, Belarus, Ukraine, Iraq, Lebanon, Syria ⁴⁶
Spain		The Fifth Master Plan for Spanish Cooperation 2018-2021 in Sub-Saharan Africa aims to enhance the resilience of the most vulnerable groups (including displaced populations) to respond to risks that may arise (particularly risks linked to climate change and their impact on health and food security) Colombia is a priority for Spain's cooperation and humanitarian assistance, which also encompasses Venezuelan refugees in the country	Sub-Saharan Africa, South America



4. INITIATIVES TO ENHANCE THE PROSPECTS OF **DISPLACED POPULATIONS IN NON-EU FIRST RECEPTION** AND TRANSIT COUNTRIES

Most of the reporting EMN Member Countries⁴⁷ implement and/or finance specific initiatives to enhance the prospects of displaced populations in non-EU first reception and transit countries across a wide range of geographical areas, including the Middle East (e.g. Jordan, Lebanon, Iraq, Palestine),48 the Horn of Africa (Uganda,

Kenya, Sudan, Ethiopia),49 North Africa (e.g. Morocco, Libya, Egypt, Tunisia),⁵⁰ Latin America (e.g. Colombia),⁵¹ West Africa (e.g. Mali, Niger),⁵² Central and Eastern Europe/ Western Balkans (e.g. Moldova, Ukraine)53 and Southern Asia (e.g. Pakistan, Bhutan).54

⁴⁵ Geographical priority areas defined by the Inter-ministerial Committee for International Cooperation and Development (CICID). The list corresponds to the latest country priorities approved by the CICID.

Based on the assessment and following the Focus of the Bilateral Development Cooperation of the Slovak Republic for 2022 (more detailed document developed each year on the basis of the Medium-term Strategy for Development Cooperation).

AT, BE, CY, CZ, DE, EE, ES, FR, HU, IE, LV, NL, PL, SK.

AT (Palestine), BE, CY, CZ, DE, EE, NL, SK. AT, BE, EE, HU, IE, NL, SK.

⁴⁹

BE, CZ, DE, PL, SK.

DE, ES, FR.

AT (Sahel), CZ, IE. 52

⁵³ DE. EE. LV. SK.

AT (Bhutan), DE.

Most of these initiatives target not only the displaced populations present on the territory, but also the host communities, in order to mitigate possible social tensions and promote social cohesion. The specific activities vary considerably but typically include education and vocational training,55 creating employment opportunities, increasing food security and livelihood support programmes.⁵⁶ Several examples also include the provision of psychosocial support.57 EMN Member Countries either fund the initiatives directly, sometimes with co-financing from the host countries, or jointly with the EU and other EMN Member Countries (e.g. under the EU Trust Funds). The initiatives are implemented in cooperation with a wide range of partners, including international organisations (e.g. UNHCR, the Food and Agriculture Organization of the United Nations (FAO), UNICEF, ILO), national NGOs, local organisations, national and local authorities). Some examples of initiatives are described more in detail in Boxes 3-7.

Box 3: Belgium, France, Germany, Hungary, Spain - 'Quadra2' project - resilience for refugees, IDPs, returnees and host communities in response to the protracted Syrian and Iraqi crises⁵⁸

The 'Quadra2' project is a four-year initiative (2019-2023) to strengthen the resilience of refugees, IDPs, returnees and host communities in response to the protracted crises in Syria and Iraq. It supports employment and income-generating activities for young people (particularly women). This includes the development of skills for semi-skilled workers in cooperation with the private sector. The project also aims to provide education for children and young people.

The programme is jointly implemented by GIZ, Expertise France, the Spanish Agency for International Development (AECID), Hungarian Interchurch Aid (HIA) and Enabel in Iraq, Jordan, Lebanon and Turkey.

The project is co-financed by the EU Regional Trust Fund in Response to the Syrian Crisis, the EU Madad Fund, the BMZ (Germany) and AECID (Spain).

Box 4: Belgium - Support programme for refugee settlements in Northern Uganda. Livelihood and labour market relevant skills development for refugees and host communities⁵⁹

This initiative (2016-2024) is implemented under the EUTF for Africa. It primarily focuses on providing young people, women, refugee girls and host communities with access to skills development, entrepreneurship guidance and wider services in three districts in North-Western Uganda. As the absence of vocational skills constitutes a major barrier for personal

development and increased livelihoods and given that formal employment is often scarce, the project aims to provide the necessary funding and expertise for skills training and development of entrepreneurial know-how among the targeted beneficiaries. Expected results of this initiative are:

- Increased access to quality skills development (training, entrepreneurial skills, start-up kits) for refugees and host communities (with a specific focus on young people, women and girls) in Northern Uganda;
- Skills development in the three districts is coordinated and aligned with the Skilling Uganda Strategy, as well as with the 'Education' and 'Jobs and livelihoods' response plans for refugees and host communities in Uganda.

The initiative is implemented in partnership with Finn Church Aid (FCA), Norwegian Refugee Council (NRC), Aids Information Centre (AIC), Africa Non-Profit Chore (ANCHOR), Youth Alive, Community Empowerment for Rural Development (CEFORD) and Forum for African Women Educationalists (FAWE).

Box 5: Ireland - Niger: improving food security, nutrition and resilience of Diffa communities affected by natural shocks, climate change and the Lake Chad Basin conflict⁶⁰

This one-year project (2021-2022) aimed to improve food security, nutrition and resilience of refugees and host communities in the Diffa region (benefiting a total of 3 710 households). The project included: establishing farmer field schools and providing training on good practices in farming; distributing seeds; establishing home gardens; training households on vegetable production techniques, nutrition, and gender equality; distributing animal feed; unconditional cash transfers and cash for work; training in water and soil conservation and restoration techniques.

The initiative was funded by the Irish Department of Agriculture, Food and the Marine and implemented by the FAO.

Box 6: the Netherlands - Prospects Partnership for hosting refugees⁶¹

In 2019, the Netherlands launched the Prospects Partnership initiative, which provides long-term financing for joint interventions that bridge humanitarian aid and development cooperation (i.e. the humanitarian-development nexus approach). This initiative takes a development-oriented approach to hosting refugees and displaced persons in the region, where (local) governments, the private sector and

⁵⁵ AT, BE, DE, EE, FR, NL, SK.

BE, CY, CZ, DE, EE, ES, IE, NL, SK.

⁵⁸ Quadra2, 'Resilience for refugees, IDPs, returnees and host communities in response to the protracted Syrian and Iraqi crises', Factsheet, https://qudra-programme.org/ FACTSHEET_GENERAL.pdf, last accessed on 13 October 2022.

Enabel, 'European Union Trust Fund (EUTF) - support programme for refugee settlements in Northern Uganda (SPRS-NU), livelihood and labour market relevant skills development for refugees and host communities', https://open.enabel.be/fr/UGA/2208/updates/european union-trust-fund-eutf-support-program ern-uganda-sprs-nu-livelihood-and-labor-market-relevant-skills-development-for-refugees-host-communities.html, last accessed on 13 October 2022.

⁶⁰ FAO, 'Project Highlights: Improving food security, nutrition and resilience of Diffa communities in Niger', https://reliefweb.int/report/niger/improvingtion-and-resilience-diffa-communities-affected-natural-shocks-climate-change-and-lake-chad-basin-conflict-osroner007ire, last accessed on 13 October 2022.

61 Government of the Netherlands, 'Development Cooperation – Dutch Policy', https://www.government.nl/topics/development-cooperation/the-development-poli-

cy-of-the-netherlands/refugees-and-migration, last accessed on 2 December 2022.

other relevant (international) actors work together to achieve effective and sustainable solutions. More specifically, it aims to support displaced populations to build a new life in their host country in the region of origin, but also to support (vulnerable) host communities in target countries and create social cohesion between displaced populations and host communities. These objectives are implemented by funding different programmes and projects that provide protection, education, skills and job opportunities to refugees and host communities.

The initiative is implemented in eight countries in the Middle East and the Horn of Africa (Iraq, Jordan and Lebanon; Egypt, Ethiopia, Kenya, Sudan and Uganda). It was launched by the Netherlands' Ministry of Foreign Affairs and involves five main (international) partners: International Finance Corporation (IFC), ILO, UNHCR, UNICEF, and the World Bank. These five partners also work in close cooperation with national and local governments, international and local NGOs, and the private sector.

Box 7: Germany - Special Initiative on Displacement⁶²

The Special Initiative on Displacement was launched by BMZ in 2014 as a flexible crisis response instrument that addresses specific needs by (a) supporting refugees, IDPs and returnees, (b) stabilising host regions, and (c) mitigating the causes of displacement.

The Special Initiative funds more than 290 projects. including bilateral, regional and global projects in 77 countries and six regions: Middle East, Sub-Sahara Africa, North Africa, South/South-East Asia and Pacific. Latin America and the Caribbean, and Europe (non-EU) (the P4P initiative is part of the Special Initiative on Displacement).

Current projects in Ukraine and neighbouring Moldova, commissioned under the Special Initiative, provide support in various sectors such as employment and economic inclusion, mental health and psychosocial support, as well as peace-building.

Effective approaches

EMN Member Countries highlighted some programmatic and/or operational aspects that contributed to the effectiveness of their approaches to enhancing the prospects of displaced populations in non-EU first reception and transit countries. For example, some EMN Member Countries⁶³ referred to the adoption of a humanitarian-development-peace nexus approach,64 linking urgent relief, long-term solutions and peace

efforts, as an effective way of tackling the root causes of conflict and crises and supporting sustainable livelihoods of displaced populations.

The allocation of multiannual, flexible and predictable **funding** was cited by several EMN Member Countries⁶⁵ as an effective means of supporting host countries in enhancing the prospects of displaced populations. Ireland emphasised the importance of giving flexibility to the partners implementing programmes or initiatives, enabling them to adapt to emerging and protracted crises while providing predictable funding to enable long-term responses and facilitate the work across the nexus. Similarly, the Netherlands recognised the allocation of multiannual and flexible funding as an effective approach to support long-term investment and sustainable cooperation with various local, governmental and non-governmental actors, while allowing for adjustments to changes in the local contexts and needs.

Several EMN Member Countries⁶⁶ reported **the inclusion of host populations** in programmes and initiatives as an effective approach. The inclusion of host communities can help to reduce tensions between the two groups and foster social cohesion.

Enhancing the capacity and engagement of local communities, other partners and government structures in the delivery and design of programmes (**localisation agenda**) was also identified as an effective approach by some EMN Member Countries.67

Other factors believed to enhance the effectiveness of programmes and initiatives to improve the prospects of displaced populations included cooperating with a diverse partnership, engaging stakeholders (e.g. diaspora, women, local communities) and focusing on employment to boost sustainable livelihoods:

- Working within a broad consortium of international partners, with each partner adding specific value to finding solutions to forced displacement. This type of partnership can facilitate and promote cooperation between different actors, using the complementarity of their mandates and creating synergies based on their respective strengths⁶⁸ (e.g. the Netherlands's Prospects Partnership,⁶⁹ see Box 6);
- Engaging the diaspora in local development projects. For example, France's 'Support Programme to Solidarity Initiatives for Development' involved the Senegalese diaspora and achieved positive results in implementing small rural development projects.70
- Consistently involving women as independent actors in strategy-building and programmes and protecting women's rights. Self-determination, equal rights and higher levels of female participation have all been shown to have a positive impact on crisis prevention, peace-building and sustainable development.⁷¹

BMZ, 'Displaced people', 2022, https://www.bmz.de/en/issues/displaced-people, last accessed on 13 October 2022.

BE, IE, NL, SK.

The humanitarian-development-peace nexus aims to maximise the interlinkages and synergies of humanitarian, development and peace actions. See: European Commission, 'Resilience & Humanitarian-Development-Peace Nexus Factsheet', n.d., h ience-and-humanitarian-development-peace-nexus_en, last accessed on 13 October 2022.

CZ, DE, IE, NL.

⁶⁶ AT, BE, CZ, DE, IE NL.

⁶⁷ BE, CZ, IE, NL.

Government of the Netherlands, 'Development Cooperation - Dutch Policy', n.d., https://www.government.nl/topics/development-cooperation/the-development-polirlands/refugees-and-migration, last accessed on 19 December 2022.

⁷⁰ BE.

DE. NL

- The use of short-term employment measures, such as cash-for-work.72 For example, Germany's P4P showed that the use of training and upskilling measures in addition to short-term cash-for-work was very successful.73
- Raising the productivity of displaced populations through skills training, linkages with the job market (formal and informal) and/or start-up opportunities in businesses, linkages with the services sector, and inputs and extension services to those engaged in commercial agriculture.74 This was for instance the case in the 'Investing in Forests and Protected Areas for Climate Smart Development Programme',75 co-funded by Irish Aid,76 which linked training and job opportunities to activities within the broader objective of forestry management in order to ensure the sustainability of livelihoods in the context of climate change.

In addition, several EMN Member Countries77 identified specific approaches to strengthening cooperation and partnerships as a means of enhancing the prospects of displaced populations. These included the establishment of regional dialogue/networks to create opportunities for peer-to-peer exchanges, 78 bringing together beneficiary organisations to share information and present how they use funds,79 better aligning donors' interests with those of the host countries, 80 and fostering collaboration with international partners in the framework of the GCR.81

Key challenges

Several EMN Member Countries82 reported some challenges in implementing initiatives aiming to enhance the prospects of displaced populations. These included the difficult socioeconomic conditions and legal restrictions in non-EU first reception and transit countries.83 Germany reported that prospects for integration were often hindered by restrictions on labour market access for displaced populations.84 The Netherlands referred to factors such as legal constraints, climate change, humanitarian crises and political instability as impediments to programmes and initiatives implemented, adding that the COVID-19 pandemic had reversed some of the previously attained (positive) developments. Other challenges reported by EMN Member Countries included discrepancies between the interests of host governments and the position of donors, which hindered cooperation and coordination,85 inconsistent policy engagement on the part of civil society organisations involved in programming,86 the difficult security situation (e.g. armed conflict), and logistical constraints (e.g. damaged infrastructure, mined territories, reduced access to water and energy).87

An evaluation of the P4P initiative by the German Institute for Development Evaluation and a study by the German Institute of Development and Sustainability both confirmed the positive effects of short-term cash-for-work measures. See: Deval. 'Effectiveness of German Development Cooperation in Dealing with Conflict Driven Migration Crises, Executive Summary', 2021, https://www.deval.org/fileadmin/Redaktion/F chaeftigungsoffensive_Nahost_2021_Executive_Summary_EN.pdf, last accessed on 14 October 2022.

⁷³ DE.

World Bank, 'Investing in forests and protected areas for climate-smart development (IFPA-CD)', 2022, https://ugandawildlife.org/wp-content/uploads/2022/07/Project-

Brief-for-Ugandas-Investing-in-Forests-and-Protected-Areas-for-Climate-Smart-Development-IFPA-CD-Project.pdf, last accessed on 19 December 2022. Co-funded by Irish Aid together with the World Bank, the Swedish International Development Cooperation Agency (SIDA) and the Government of Uganda.

BE, DE, FR, IÉ, NL

⁷⁸ BE.

⁷⁹ 80 IE.

NL

DE. NL DE, IE, NL, SK.

German Institute for Development Evaluation, 'Effectiveness of German Development Cooperation in Dealing with Conflict Driven Migration Crises', 2021, https://www. kationen/Berichte/2021_B0N0/DEval_Bericht_Wirksamkeit_deutscher_EZ_Beschaeftigungsoffensive_Nahost_2021_Executive_Summary_EN.pdf, last accessed on 16 December 2022.

⁸⁵

⁸⁶ IE.



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EMN LinkedIn page https://www.linkedin.com/company/european-migration-network/

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Belgium www.emnbelgium.be

Bulgaria www.emn-bg.com

Croatia https://emn.gov.hr/

Cyprus www.moi.gov.cy/moi/crmd/emnncpc.nsf/

home/home?opendocument

Czechia www.emncz.eu

Denmark www.justitsministeriet.dk/

Estonia www.emn.ee/

Finland www.emn.fi/in_english

France www.immigration.interieur.gouv.fr/ Europe-et-International/Le-reseau-europeen-des-migrations-REM3/Le-reseau-europ-

een-des-migrations-REM2

Germany https://www.bamf.de/EN/Themen/EMN/

emn-node.html

Greece http://emn.immigration.gov.gr/en/

Hungary www.emnhungary.hu/en

Ireland www.emn.ie/
Italy www.emnitalyncp.it/

Latvia www.emn.lv/en/home/

Lithuania www.emn.lt/en/

Luxembourg https://emnluxembourg.uni.lu/

Malta https://emn.gov.mt/

The Netherlands https://www.emnnetherlands.nl/

Poland https://www.gov.pl/web/europejs-

ka-siec-migracyjna

Portugal https://rem.sef.pt/

Romania https://www.mai.gov.ro/

Spain https://extranjeros.inclusion.gob.es/emn-

Snain/

Slovak Republic https://emn.sk/en/

Slovenia https://emm.si/en/

Sweden http://www.emnsweden.se/

Norway https://www.udi.no/en/statis-

tics-and-analysis/european-migration-net-

work---norway

Georgia https://migration.commission.ge/index.

php?article_id=1&clang=1

Republic of Moldova http://bma.gov.md/en