On 30 November 2016, the T20 Task Force on Forced Migration (TFFM) Kick-off Workshop was held at the German Institute for Economic Research (DIW) in Berlin, Germany. TFFM is co-chaired by Matthias Lücke (Kiel Institute for the World Economy – IfW), Güven Sak (The Economic Policy Research Foundation of Turkey – TEPAV), and by Astrid Skala-Kuhmann (Deutsche Gesellschaft für Internationale Zusammenarbeit – GIZ).¹

Rationale and objectives of TFFM

The rationale and objectives of TFFM link directly to the 2016 G20 leaders’ commitment to further “address forced displacement in 2017” by “strengthening the contribution of development assistance to host communities [...] with a view to developing concrete actions”. While many existing international initiatives mainly deal with humanitarian issues related to migration, TFFM sets out to develop policy proposals to improve the economic situation of forced migrants in their host countries (inter alia Turkey, Lebanon, Jordan). Given that there are already a variety of international agencies (UNHCR, World Bank, IMF, IOM…) in place covering refugees and migration issues, TFFM will focus on the “blind spots”, where current support mechanisms do not suffice and where further action is needed.

The kick-off workshop set the scene for a coordinated engagement of TFFM and sought to propose priority topics on which representatives from different institutions would collaborate in order to produce evidence-based, innovative and implementable policy proposals for G20 decision makers. Through these joint initiatives as well as through outreach events and a continuous dialogue with G20 policy makers, TFFM seeks put its policy recommendations on the G20 agenda, including also, via the T20, on the 2017 G20 leaders’ communiqué. Accordingly, TFFM’s work will be organized along thematic groups, working on one specific policy proposal each. The policy proposals are to be as concrete as possible to make them relevant for the global political agenda.

Further details on the rationale and objectives of TFFM can be found in the PPT as presented by TFFM Co-chair Astrid Skala-Kuhmann (distributed together with this protocol) and the TFFM Concept Note in the Annex.

¹ IfW coordinates the T20 process during the German G20 Presidency. TEPAV coordinated the T20 during the Turkish Presidency and GIZ via the global think tank alliance Economy Policy Forum (EPF) has been supporting the T20 process since 2014.
**Definition of forced migrants for the purposes of TFFM**

Participants highlighted the important difference between refugees and migrants with respect to their legal status. Given the variety of reasons for which people migrate (armed conflict as currently in Syria, but also natural disasters or various forms of political persecution, e.g. in the form of statelessness as in the case of the Rohingya of Myanmar) it was agreed that for the purposes of the TFFM’s work, the term *forced migrants* shall include *refugees* and those who have been displaced by natural disasters/climate change (forcibly displaced persons). A definition provided that was agreed to be useful was: “Forced Migration is about people who flee their places of residence for their physical security and to protect themselves from an imminent threat to their physical well-being and become refugees.”

**Focus on countries of first asylum**

Participants agreed that while tackling the root causes of migration in countries of origin was essential, this would go beyond the scope of TFFM. Furthermore, while it was equally important to improve the economic integration of migrants within “final destination” countries (e.g. in Western Europe), TFFM would focus on cross-cutting issues of today’s countries of “first asylum”. This is because in these countries, which tend to be developing countries, improving the economic situation of migrants is a global — as opposed to a national — concern.

**Relevance of economic integration**

The current, so perceived “transit countries” need to be turned into “destination countries”. Participants agreed that efforts to support forced migrants need to go beyond humanitarian relief efforts. Over the past decades, an increasing share of forced migrants have tried to remain outside of classical refugee camps to avoid long-term dependence on external assistance, and instead tried and worked in (informal) labour markets. In Turkey, for instance, nine out of ten migrants live outside camps, mostly working without permits, sometimes in illegal businesses. Even social services tend to be better outside camps, despite the large sums that are spent on operating them. Nonetheless, the impact of forced migrants on public services provision is substantial, especially in developing countries, as they mean increased competition for already strained (and often poor quality) services. Importantly, integrating forced migrants economically within host country societies — while being challenging — does not only reduce the costs of hosting them but also holds significant potential for the national economy. Existing evidence should be systematically used to promulgate these upsides so as to reduce the widespread opposition of host populations and governments to integrating forced migrants.

**Regional perspectives on economic integration**

Host countries deal differently with forced migrants, depending on the countries’ socio-economic/political situation. Some explicitly do not promote the integration of forced migrants (e.g. Mexico with its detention system). Others (e.g. Bangladesh) officially hold a closed-door policy so as not to attract even more migrants, while unofficially integrating migrants on a day-to-day basis (e.g. in the case of Bangladesh: Rohingya) despite an immense lack of resources. Meanwhile, integration policies in other countries may be deemed regressive, such as the one in South Africa which seeks to mimic the EU’s policies and its rigid, legalistic processes. In others still, migration more generally is not being systematically addressed (e.g. Russia).
Obstacles to economic integration

In addition to the above (and political populism), the following obstacles to an effective economic integration of forced migrants were identified: A strong anti-trafficking lobby, endemic corruption among police and immigration officers, and multi-level government systems. With respect to the latter, in many countries municipalities are ultimately in charge of accommodating and servicing migrants so that the burden of integration is divided unequally, not only at global but also at national levels.

Moreover, many host countries are developing or emerging economies, with a large share of their population likely facing unstable economic conditions including severely stressed labour markets with a high share of (youth) unemployment (e.g. South Africa, Turkey). Programmes seeking to integrate migrants in the workforce in these countries (and elsewhere) are often met with resentment by the local population.

Nature and contents of policy proposals

Participants agreed that it would be advisable to focus on issues that are likely to be uncontroversial internationally (such as health, education), as consensus is needed among G20 leaders for proposals to be inserted into the G20 communiqué. Nevertheless, some participants called for a “more ambitious” agenda, as TFFM is in principle not limited to what is politically likely to happen but rather to what can possibly be implemented. It was also agreed that it would be unsuitable to suggest overly detailed ways of how to extend social security systems to forced migrants or how to amend existing labour market regulations to better integrate forced migrants into the workforce in specific countries.

Therefore, TFFM will focus on cross-cutting measures that apply to all countries of first asylum, such as the expansion of health services to forced migrants or the provision of education to every forced migrant child. However, the TFFM’s policy proposals should go beyond stating general objectives such as “every migrant child under 16 should go to school” and be complemented by concrete ways of how to implement any such objectives, e.g. how to support host countries’ public institutions and their service provision/infrastructure development for forced migrants and the resident population alike.

Possible topics for policy proposals

Possible topics that were discussed and would be potentially relevant for the G20 included the following:

- **Education.** It was highlighted multiple times that a failure today to provide adequate education to (young) forced migrants is likely to result in a lost generation in future, with low productivity etc. Equally so, economic growth potential is lost with every (sometimes highly educated) migrant, whose degrees are not recognized abroad and who remains dependent on social assistance without a job.
- **Health.** Similarly, good health is crucial to ensure a productive life.
- **Job-creation.** This was also highlighted a number of times, largely in connection with education and skilling. However, this was deemed to be a more controversial topic, given the fact that job-creation implies that there is a willingness on the part of host countries to open their official labour markets to forced migrants.
- **Internet connectivity.** This is a major impediment to economic integration, as the internet provides one major avenue to engage in entrepreneurial activity.
Climate-induced migration. While falling under the category “forced displacement” as opposed to “forced migration”, a large number of the participants found climate-induced migration to be of major concern that should be covered by the G20 leaders’ communiqué.

Burden sharing / financial issues. It was highlighted that the international community should always ensure that sufficient funds are pooled at the global level to enable forced migrants to meet their basic needs in today’s and tomorrow’s major host countries. Similarly, there is a need to improve (existing) early-warning systems of major migration flows (and response systems). Furthermore, the fact that forced migrants cannot choose their destination countries leads to an economically inefficient global migration system. It is therefore the responsibility of all countries to support host countries and share some of their burden (and potential opportunities). From an economic viewpoint, given that most countries prefer homogenous populations over taking in refugees, one option could be to pay them the amount of money that makes them indifferent between taking in migrants and staying homogenous, even if option seems unfeasible in practice and would come along with certain moral issues, e.g. rent-seeking countries which take in forced migrants only to extract as much funds as possible.

Reform of forced migration governance system. Participants highlighted that current global institutions, regulations and migrant support mechanisms seem to be outdated, not able anymore to address the challenges currently arising due to massive unorganized migration flows. It was agreed that any suggestions related to the global governance of forced migration would be very suitable for a potential policy proposal, although participants felt that it would be rather unlikely that any reform proposals would make it on the final G20 leaders’ communiqué due to a lack of consensus on any proposed reform measures.

Data. As an overarching issue, the need for more data and on-the-ground problem analysis was highlighted as a crucial basis for designing appropriate policy recommendations.

Best practice exchange. Participants brought up the value-added of having a global best practice exchange on economic integration experiences in place.

Positive information / lobbying. Participants highlighted the need to promulgate positive information on the benefits of economic integration of forced migrants, and to talk in terms of “opportunities”, not just in terms of risks and burdens. For instance, G20 leaders could lobby host countries/the international community on the potential gains from integrating forced migrants.

Action Plan. Participants highlighted the need for a G20 action plan, given that last year’s G20 communiqué explicitly called for developing “concrete actions”.

Next Steps
Participants identified the following priority topics on which to write policy proposals to be put forward to G20 decision makers via the T20:

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<th>#</th>
<th>Topic / Sub-group</th>
<th>Experts involved</th>
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<td>1</td>
<td>Education; skills development</td>
<td>A Skala-Kuhmann (coordination, lead)</td>
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TFFM will closely interact with the German Federal Ministry for Economic Cooperation and Development (BMZ), which leads the G20 Development Working Group, as well as with other G20 working groups and relevant ministries on developing the policy proposals. This is not least to promote policy coherence across different work streams of the G20, thereby increasing the chance to be “heard” at the G20 leaders’ level. Other think tank experts, who were unable to attend the TFFM kick-off workshop at such short notice, will be contacted by TFFM co-chairs to check for their interest in collaborating and in contributing to any policy proposals.

Follow-up calls on the policy proposals will take place between December 12-23, 2016, and January 16-20, 2017. An outreach event is planned for early February, possibly in Jordan. All policy briefs need to be finalised by mid-February for them to be considered by the T20.

TFFM, 13 Dec 2016

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2 Established as additional topic following the TFFM kick-off, given its prominence on the G20 Agenda as communicated on 1 December 2016.
3 Established as additional topic following the TFFM kick-off, given the strong interest voiced during the T20 kick-off on 1 December 2016.
4 Ecologic Institute. Did not participate in the TFFM, but has meanwhile taken up the lead.
5 ICRIER, India. Did not participate in the TFFM, but has meanwhile joined the sub-group.
Annex A: TFFM Concept Note

T20: Process, Roles, Responsibilities

The T20 process during the German G20 presidency will be structured around Task Forces, each dealing with a specific policy area. Task Forces will be chaired and supported by scholars from the T20 network of international think tanks and research institutes. Each Task Force will be co-chaired by 2-4 scholars, with one co-chair generally held by a German research institute, in order to facilitate dialogue with German policy makers. Task Force Co-Chairs have two responsibilities: (i) to produce Policy Briefs, and (ii) have an exchange with the relevant policy makers. The Policy Briefs will be delivered to the relevant G20 policy makers by the T20 coordinators and/or the Task Force authors, as appropriate. The Policy Briefs shall be prepared in collaboration with experts from at least four G20 countries. The Co-Chairs are responsible for structuring the work process of the Task Force.

Task Force on Forced Migration (TFFM)

Co-Chairs: Prof. Dr. Matthias Lücke, IfW Kiel (Germany)  
Dr. Astrid Skala-Kuhmann, GIZ (Germany)  
Prof. Güven Sak, TEPAV (Turkey)

IfW and GIZ will – as German hosting institutions – be in charge of coordinating and organising the work of TFFM.

Background:

The political and economic challenges related to forcibly displaced persons, in particular in the context of the Syrian crisis, are high on the agenda in countries of first asylum, transit, and final destination alike.

Much of the debate and media attention in the EU as well as existing international processes and global concerted efforts have focussed on humanitarian questions, the nexus between migration and development policies, and challenges related to European host and transit countries. Less attention has been paid to the economic dimensions of the presence of a large number of refugees in a few host countries. Only recently has the focus shifted to host countries outside the EU and to developing and emerging countries in particular.

The G20 Leaders highlighted the global refugee crisis as an issue of global concern at the 2015 Antalya Summit. This year, the G20 Leaders’ Communique at the Hangzhou Summit puts an even stronger emphasis on the challenges of the “[w]orldwide massive forced displacement of people, unprecedented since the Second World War”. It mentions refugee migration as a “further significant global challenge affecting the world economy” and announces that the “G20 will continue to address forced displacement in 2017”, including root causes of the refugee crisis and “strengthening the contribution of development assistance to host communities” […] “with a view to developing concrete actions”. The topic of forcibly displaced persons will also be high on the agenda during Germany’s G20 Presidency.
TFFM aims at stimulating debate and providing dispassionate, evidence-based policy advice to the G20 Leaders and other global and national decision makers on how to empower forced migrants, who often spend many years in their country of asylum, to lead productive lives until they eventually return home or remain abroad for good.

TFFM will listen to the voices of countries - whether in the G20 or not – that host large numbers of refugees. We seek to complement and build on existing international efforts related to forcibly displaced persons, such as the UN Summit, the Global Migration Group, the Global Forum on Migration and Development, the World Bank’s response and other relevant processes. TFFM will proceed on the understanding that protecting forced migrants is the responsibility not only of countries of first asylum, but of the global community as a whole.

Focus: Policy interventions to ensure that the basic needs of forced migrants are met, including by encouraging economic self-reliance through legal work and access to public services. We concentrate on host countries outside the EU where international support is warranted. We will draw on relevant experiences worldwide, including in relation to internally displaced persons. In countries where the basic needs of local residents cannot always be met, interventions may need to be designed to put forced migrants and local residents on an equal footing.

Issues to be discussed in detail may include:

- Employment opportunities for forced migrants, including access to legal work, self-employment, and cash-assistance programs
- Job creation through migrant entrepreneurship and cooperation with the private sector, incl. public-private partnerships, qualified economic zones, SME development
- International assistance to countries hosting forced migrants
- Promoting the financial inclusion of refugees and local residents, including through digital payment solutions for cash assistance and receiving remittances, micro-credit, etc.
- Promoting the economic development of countries of asylum though international trade and investment
- Empowering forced migrants to contribute to rebuilding their countries of origin in a post-conflict situation
- The role of international development cooperation in tackling these challenges

Beyond policy interventions in countries of first asylum, TFFM may also consider supporting measures at the international level, such as:

- Setting up an early-warning system to alert the international community to crises that may lead to forced migration
- To encourage all countries to help protect forced migrants in line with their means, set up a monitoring system for countries’ contributions at different levels (financial, hosting migrants, etc.)
- Some economically motivated migrants from poor countries apply for asylum because there are no legal routes to employment in rich countries.
To ease pressure on the asylum system, the setting up of legal migration routes should be explored that combine vocational training in low-income countries with work opportunities in high-income countries.

**Goals:** Propose innovative, dispassionate and evidence-based policy options to policy makers of the G20 (and beyond). The options to be presented are to reflect the diversity of the G20/T20, and take into consideration the needs of both G20 countries and non-G20 countries alike in the spirit of providing global solutions to global challenges (“burden sharing”). The proposals are to be ideally reflected in official G20 Communiqués and result in concrete implementation in G20 countries, non-G20 countries, and in other global processes.

**Outputs:** Policy Brief(s), representing alternative policy options for G20 decision makers.

**Activities:**

The following activities are planned:

- 30 Nov. 2016: TFFM Kick-off Workshop, Berlin; c. 20-25 persons attending; discussion of sub-themes, establish 3-5 priority topics and corresponding sub-groups, based on short input papers to be submitted by TFFM members ahead of the meeting; possibly agree on (first) preliminary findings; starting point for drafting Policy Brief within sub-groups.


- During 12-16 Dec. 2016 (tbd) – First round of follow-up calls for discussion of draft papers (facilitated by GIZ)

- During 16-20 Jan. 2017 (tbd) – Second round of follow-up calls for discussion of draft papers (facilitated by GIZ)

- During 06-08 Feb. 2017 (tbd) – TFFM Outreach Symposium, Turkey / Lebanon / Jordan (tbd): 2-3 days, including field visits, finalising Policy Brief(s).

- 23/24 Feb. 2017 – TFFM Outreach Session, Brussels: at CEPS Ideas Lab

- During March-May 2017 (tbc) – two additional outreach events, possibly in Africa (South Africa?) and Latin America (Mexico?)

- Ongoing: Individual meetings by co-chairs with policy makers, including relevant G20 working groups and German ministries.
Annex B: Agenda TFFM Kick-off Workshop

Background:
The political and economic challenges related to forcibly displaced persons, in particular in the context of the Syrian crisis, are high on the agenda in countries of first asylum, transit, and final destination alike.

Much of the debate and media attention in the EU as well as existing international processes and global concerted efforts have focussed on humanitarian questions, the nexus between migration and development policies, and challenges related to European host and transit countries. Less attention has been paid to the economic dimensions of the presence of a large number of refugees in a few host countries. Only recently has the focus shifted to host countries outside the EU and to developing and emerging countries in particular.

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This Workshop kicks-off the Think20’s (T20) Task Force on Forced Migration (TFFM) and its efforts in contributing policy recommendations to the G20 process during the German G20 Presidency.

TFFM aims at stimulating debate and providing dispassionate, evidence-based policy advice to the G20 Leaders and other global and national decision makers on how to empower forced migrants, who often spend many years in their country of asylum, to lead productive lives until they eventually return home or remain abroad for good.

TFFM will listen to the voices of countries – whether in the G20 or not – that host large numbers of refugees. We seek to complement and build on existing international efforts related to forcibly displaced persons, such as the UN Summit, the Global Migration Group, the Global Forum on Migration and Development, the World Bank’s response and other relevant processes. TFFM will proceed on the understanding that protecting forced migrants is the responsibility not only of countries of first asylum, but of the global community as a whole.

Accordingly, the themes covered by the Workshop will range from macroeconomic policies and responses at the international level, to micro-level solutions and local economy matters. Issues to be discussed include, inter alia, the job-market; fiscal policy and social security issues; promoting entrepreneurship and SME development; cooperation schemes with the private sector and qualified economic zones; the financial system, financial inclusion and the
role of remittances and illicit financial flows; international trade and investment and the role of diasporas; and the role of international cooperation efforts in tackling these challenges.

The closed-door Workshop will bring together around 20-25 leading experts from think tanks. Input papers will be prepared by selected member think tanks to kick-start discussions in the individual sessions, and will be jointly developed further over the following months.

For further details on the work of TFFM and activities over the course of the German G20 Presidency, please refer to the concept of TFFM as distributed earlier.

Agenda

Tuesday, 29 November 2016

19:00 – 21:00 Dinner Reception hosted by GIZ
  Dinner speech by Markus Kreßler, Managing Director, Kiron Open Higher Education on “Higher Education for Refugees”
  @ Museum für Kommunikation / Kaffeehaus Dallmayr, Leipziger Str. 16, 10117 Berlin

Wednesday, 30 November 2016

08:30 – 09.00 Registration
  Coffee / tea, light breakfast available

09:00 – 09:30 Welcome and Round of Introductions
  Matthias Lücke, Kiel Institute for the World Economy (IfW)
  Güven Sak, The Economic Policy Research Foundation of Turkey (TEPAV)

09:30 – 10:15 Introduction to the Task Force and its Work Schedule
  Presentation of thematic focus, goals and objectives, key activities, milestones, followed by Q&A
  Astrid Skala-Kuhmann, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)

10:15 – 10:30 Coffee Break

10:30 – 12:30 Session 1: Challenges and Practical Solution related to the Economic Integration of Forcibly Displaced Persons in Countries of First Asylum in the Developing World
  Most forcibly displaced persons are received, at least initially, in developing countries. While international support is often forthcoming, countries of first asylum still face severe challenges as they work to ensure the livelihoods of forcibly displaced people. In this session, Task Force members will take a broad look at the possible role of the G20 in addressing the challenges of providing employment opportunities in the face of stressed local labour markets, implications for fiscal policy, the social security system, and other
issues of economic inclusion. In addition, the session will focus on the role of G20 in identifying instruments that need to be designed and put in place, providing solutions to the policy challenges identified. This may inter alia include establishing special economic zones and other partnerships with the private sector, promoting entrepreneurship, cash-for-work schemes, digital solutions for financial inclusion, etc.

Followed by discussion, identification of interested experts to join sub-group

Discussion facilitated by Güven Sak, TEPAV

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<tr>
<th>12:30 – 14:00</th>
<th>Lunch Break</th>
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| 14:00 – 15:30 | **Open Space**
Participants are invited to raise topics of relevance to the work of the Task Force in addition to the themes of Sessions 1, 2, and 3. Please register your interest ahead of the event.
Topics currently registered:
- Climate and environment related migration (Cristina Cattaneo, FEEM)
- ...
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<th>15:30 - 15:45</th>
<th>Coffee Break</th>
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| 15:45 – 17:15 | **Session 2: The International Dimension: The Role of Financing and Development Cooperation in Supporting Countries of First Asylum in the Developing World**
Session to focus on international mechanisms to be promoted by G20 to support first destination host countries as they receive and accommodate forcibly displaced persons and integrate them into their respective domestic economies – including through international development / financial cooperation.
Introduction by Matthias Lücke (IfW)
Followed by discussion, identification of interested experts to join sub-group
| 17:15 – 17:45 | **Wrap-up and Next Steps**
Summary of key findings, decisions, responsibilities, deadlines.
Güven Sak, TEPAV
Astrid Skala-Kuhmann, GIZ
| 17:45 – 18:00 | **Closing**
Matthias Lücke, IfW
| 18:00 – 19:30 | **Optional: visit to Christmas Market at Gendarmenmarkt**
| 19:30 – | **Informal Dinner hosted by IfW / Mercator Dialogue on Asylum and**
| 21:30 | Migration (MEDAM)  
|       | @ Brasserie Gendarmenmarkt, Taubenstraße 30, 10117 Berlin |
## Annex C: Participants
(sorted by country)

<table>
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<tr>
<th>Last Name</th>
<th>First Name</th>
<th>Institution</th>
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<tr>
<td>Khasru</td>
<td>Syed Munir</td>
<td>The Institute for Policy, Advocacy, and Governance (IPAG)</td>
<td>Bangladesh</td>
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<td>Woods</td>
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<td>Centre for International Governance Innovation (CIGI)</td>
<td>Canada</td>
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<td>Lin</td>
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<td>China Center for Contemporary World Studies, Int. Department of the Central Committee, Communist Party China</td>
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<tr>
<td>Zhang</td>
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<td>The European Union Institute for Security Studies (EUISS)</td>
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<td>Rheinisch-Westfälisches Institut für Wirtschaftsforschung (RWI)</td>
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<tr>
<td>Biehler</td>
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<td>Lücke</td>
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<td>Kiel Institute for the World Economy (IfW)</td>
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<tr>
<td>Radike</td>
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<td>Mercator Dialogue on Asylum and Migration (MEDAM)</td>
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