



Letter from the CD

Welcome to HAMUN! My name is Grace Baldwin, and I am a graduating third year majoring in International Relations, a minor in Chinese, and a certificate in Core Texts and Ideas from the University of Texas. In high school, I did JROTC and debate, and this conference will mark my full first year of doing MUN. I staffed HAMUN last year as a VC and have crisis staffed and crisis chaired for CTMUN.

My goals for this committee is for every delegate to step into the shoes of a European leader during the onset and height of the migrant crisis during 2015-2016. As a head of state and not merely a representative of your country, your goals and national interests are fundamental in how this committee will flourish. For several heads of state in Europe, election season is in full swing. I want delegates to have both a fun and engaging weekend to discuss both the root causes of migration and ways to best address resettlement, border aid and camps, sea rescue, asylum seeker processing and quotas, among many other things.

Disclaimer: Considering the sensitivity of this topic and its recency, myself and my fellow CD expect absolute care and sensitivity when discussing the issues and lives of migrants in addition to the delegate's own national interests. While some European leaders espouse xenophobic and racist rhetoric, generalizations and prejudicial statements will not be tolerated at HAMUN.

Good luck!

Grace Baldwin
University of Texas '23



HISTORY OF THE EU COMMISSION AND COUNCIL

Members of the EU Commission are made up of Commissioners who are nominated by member states. Once the European Parliament approves of the nomination, the Council of Ministers then formally appoints the Commissioner.

The Commission is tasked with proposing and enforcing legislation, managing EU policies, allocating EU funding, and representing the EU internationally. The Commission is also involved in other functions within the EU, but delegates only need to be aware of the above powers and functions for the sake of this committee.

EU Council Powers and Functions

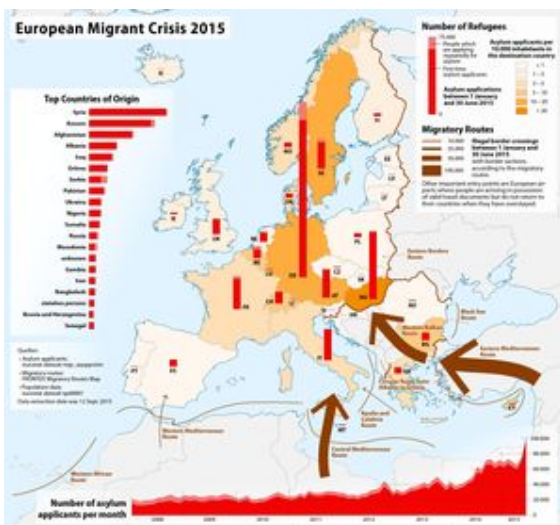
The EU Council is composed of the heads of governments of the member states (Prime Ministers, Chancellors, etc.).

The Council is tasked with defining the general political direction of the EU and setting the EU's common foreign and security policy.

BACKGROUND



Europe had already begun registering increased numbers of refugee arrivals in 2010 due to a confluence of conflicts in parts of the Middle East, Asia and Africa, particularly the wars in Syria, Iraq and Afghanistan, but also terrorist insurgencies in Nigeria and Pakistan, and long-running human rights abuses in Eritrea, all contributing to refugee flows. Many refugees initially sought to settle in countries closer to their places of origin, in Turkey, many were not permitted to work; in Jordan and Lebanon which hosted millions of Syrian refugees, were placed in refugee camps. As it became clear that the wars in their home countries would not end in the foreseeable future, many increasingly wished to settle permanently elsewhere. In addition, starting in 2014, Lebanon, Jordan and Egypt stopped accepting Syrian asylum seekers. Together these events caused a surge in people fleeing to Europe in 2015. Operation Triton was an operation that began in 2014 undertaken by Frontex, an agency of the EU, to monitor and save shipwrecked vessels in the Mediterranean Sea. The year is 2015. Thousands of refugees are flooding into Europe, via land and sea. Greece, Italy, Spain, and Turkey are all overwhelmed.



A record 1.3 million migrants applied for asylum in the 28 member states of the European Union, Norway and Switzerland in 2015 – nearly double the previous high water mark of roughly 700,000 that was set in 1992 after the fall of the Iron Curtain and the collapse of the Soviet Union, according to a Pew Research Center analysis of data from Eurostat, the European Union’s statistical agency.

Since 2012, Germany has been the primary destination country for asylum seekers in Europe, receiving 442,000 asylum applications in 2015 alone. Following Germany, Hungary (174,000 applications) and Sweden (156,000) received the highest number of asylum applications in 2015. Meanwhile, France (71,000) and the UK (39,000) received roughly the same number of applications in 2015 as in years just prior to the refugee surge in 2015.

THE CRISIS



In 2014, nearly 600,000 asylum applications were filed in the EU, Norway and Switzerland, a 47% increase over the more than 400,000 applications filed in 2013. In 2015, the number of asylum applications grew again, this time more than doubling 2014's record to reach about 1.3 million (a 122% increase). The overall increase from 2013 to 2014 and again between 2014 and 2015 was reflected in the trajectory of new asylum seekers arriving from each of the three leading origin countries: Syria, Afghanistan and Iraq.

The year 2015 will be remembered as the year in which an unprecedented number of arrivals of refugees and migrants lead to a crisis in the EU. As seen in other crises, of the millions of Syrians who fled from their homes to escape violence the vast majority stayed in the region, hoping for the violence to cease and to return home. The lack of hope for durable solutions made Syrians and other refugees take their fate into their own hands leaving the region in search for a dignified living.

The EU attracted many refugees in search for protection, putting some EU Member States under severe pressure as regards their national capacities to process, accommodate and care for asylum seekers. Shocking images of a humanitarian crisis, worsening as temperatures decline in the fall, covered all media.



The international community as a whole has a role to play in addressing global migration challenges and refugee crises, including the crisis currently affecting the EU. However, the EU, its institutions, and its member states have specific legal obligations to individuals on its territory and at its land and sea borders. Governments should embrace the human rights and protection imperatives at the core of this crisis and respond in accordance with the fundamental values at the heart of the Union's *acquis communautaire*.



The Most Dangerous Route in the World

The Mediterranean is the world's deadliest migration route. According to the International Organization for Migration (IOM), over 3,455 people died at sea trying to reach the EU as of November 10, 2015. This surpasses the 3,149 who died in all of 2014, and includes an increase in deaths in the Aegean Sea as it became the principal sea channel into the EU. The IOM recorded 512 deaths in the Aegean Sea, up from 73 the previous year. Stepped-up search and rescue operations, including by humanitarian and private organizations, have made a difference. These efforts have been concentrated in the central Mediterranean, traditionally the most used, and deadliest, route. Following the deaths of over 1,000 people in a single week in April 2015, the EU tripled the budget of Frontex, its external borders agency, for operations in the Mediterranean. Importantly, it extended the operational plan of its Operation Triton, in the central Mediterranean, to patrol and perform search and rescue in international waters adjacent to Libyan territorial waters. The budget for Operation Poseidon, in the Aegean Sea (eastern Mediterranean) between Turkey and Greece was also increased, but remains much smaller.



BACKLASH

As Europe basks in good feelings over its generosity to thousands of migrants and asylum seekers last weekend, critical voices from the political right and far right are poised to become among the biggest beneficiaries of the continuing flow.

Parties that have been growing in opposition to immigration, the influence of Islam and the European Union seized on the decision by Austria and Germany to welcome the migrants, pointing out the difficulty of now shutting the migrant tap.

And after the shambles of Greece, the image of a European Union seemingly incapable of defending its borders, while trying to impose mandatory quotas on nations for accepting refugees, fit Euroskeptics' portrayal of Brussels as a European Union capital at once incompetent and domineering.

"Germany, Sweden, and Austria deserve great credit for their willingness to accept refugees, but elsewhere on the Continent the reaction ranges from passivity to outright hostility," said Michael Haltzel, a visiting senior fellow at the Finnish Institute of International Affairs who advised Joseph R. Biden Jr., now vice president, when he served in the Senate. "There is a considerable danger of overload. And I fear that the political beneficiaries in many countries will be right-wing ultranationalists."

In France, in a speech on Sunday to her National Front party, which warns about Islam, immigration and a powerful German-dominated Brussels, Marine Le Pen accused Germany of opening its doors to refugees to exploit them for cheap labor, while imposing its immigration policies on its neighbors. Heinz-Christian Strache, leader of the Freedom Party in Austria, has championed building a wall along Austria's border akin to the fortified fence erected by Hungary's right-wing government.



BACKLASH

Not unlike other xenophobic populists, Strache and his party have painted the refugee influx as a gateway for criminals and terrorists. "We have a Christian culture, and we want to keep a Christian culture for our children," he said. The refugee crisis has galvanized far-right parties elsewhere in the continent. Despite the rather courageous leadership of German Chancellor Angela Merkel, who favors allowing hundreds of thousands of Syrian refugees into Europe, anti-immigrant and anti-Muslim forces in Germany have sought to capitalize on the moment.

In the Netherlands, demagogic far-right leader Geert Wilders has noisily protested any measure to offer sanctuary to refugees. During a speech to parliament, he warned of an "Islamic asylum tsunami" and labeled the refugees "testosterone bombs" who "threaten our girls."



The Situation

2015-2016 New Year's Sexual Assaults in Germany

On New Year's Eve and New Year's Day, over 1000 sexual assaults and rapes were reported across Germany, with a large proportion being reported by people of non-European origin. With the news coming out, vast outcry came, both from the general public for the handling of the crimes and from far right groups calling for the closing of the border and broader rising in anti-immigrant sentiment.





SOLUTIONS

The most important thing to keep in mind is how the EU has addressed migration in the past; past action is a good indication of what will and will not work in the present and future.

The Dublin Regulation is the most important law pertaining to migration and asylum seekers and will be specifically discussed in the next section. Holding up the Dublin System along with the Regulation is the EURODAC Regulation, which sets up an EU fingerprint database for asylum seekers. Under EURODAC, an individual who is applying for asylum will have their fingerprints be entered into the EURODAC central system, no matter where the individual is within the EU. All member states participate in this, along with 3 non-EU members: Norway, Iceland and Switzerland. This tool has been quite successful thus far, but with current crises coming along, concerns will undoubtedly be raised about its efficacy.

Dublin III Regulation

The Dublin Regulation is the cornerstone of the Dublin System, a structure of laws and practices upholding the principle that an asylum application is to be processed by only one member state. What this system aims to achieve is ensuring that asylum seekers are not being sent from one country to another and preventing one person from submitting multiple applications for asylum.

Currently, the Dublin III Regulation is in place, having replaced the Dublin II Regulation that came before it. The principle on which the Regulation is based remains the same: the first member state with which an asylum seeker comes into contact is responsible for that individual's asylum claim.

With the influx of asylum seekers that the EU is seeing with the emerging migrant crisis, the Dublin Regulation has come under fire, with many calling for reform. This is due to the fact that it places an unfair burden on only some member states, specifically those with borders near the Middle East and Africa. Many have called for reforms that allow for better burden sharing.

Character List



Donald Tusk served as President of the European Council from 2014 to 2019, and he previously served as Prime Minister of Poland from 2007-2014. Upon his ascension into office of the EU Council, he first started campaigning for the EU to develop a response to Russian hostilities in Ukraine in 2014. Tusk founded the Liberal Democratic Congress and the Civic Platform, two Polish political parties, the latter of which he leads today. During his tenure as PM of Poland, he oversaw the expansion of free market policies, cutting taxes, raising the VAT, sought greater integration with the EU, improved relations with Germany and Russia, and supported the 2011 intervention in Libya.

Nicos Anastasiades has been the head of state and government of Cyprus, serving as its president since 2013. He is a lawyer who originally was a member of the Centre Union, a major centrist party in Cyprus, and he was elected to the Cypriot House of Representatives in 1981. He was elected in 2013 to the presidency under the Democratic Rally party, a center-right party (liberal conservatism, Christian democracy and pro-EU integration). Central promises to his campaign in Cyprus included cutting military conscription numbers, reducing the number of civil servants, cutting social benefits and increasing VAT and fuel taxes.



Klaus Iohannis is the head of state of Romania since 2014. He is an independent, however he was the leader of the National Liberal Party, the largest centre-right political party in Romania, from 2013-2014. He is the first ethnic minority president of Romania, as a Transylvanian Saxon, part of Romania's German minority. His campaign for president focused heavily on anticorruption efforts, criminal justice reform, and pro-Western foreign policy.

François Hollande was the President of France, serving as its head of state from 2012 to 2017. A member of the Socialist Party, he served as its First Secretary for over a decade. Hollande entered office, outlining plans to raise taxes on large corporations, creating subsidized jobs for unemployed young people, granting marriage and adoption rights for same-sex couples, and pulling troops out of Afghanistan. Additionally, Hollande served as the second joint head of state of the Principality of Andorra. He oversaw Operation Serval and Barkhane, an anti-extremist operation in Mali and the Sahel region, respectively.



Viktor Orban is the Prime Minister of Hungary, having served as its head of government since 2010 and from 1998 to 2002. He has been the President of Fidesz, a right-wing populist and national-conservative party since 2003. Under his leadership, his party shifted from classical liberal and center-right politics to its current right-wing national platform. Orban is known for his soft Euroscepticism, his emphasis on Christianity, and “uncompromising defense of national sovereignty”. Under his administration, Hungary has seen a sharp drop on its Freedom House rankings under what critics called democratic backsliding.



Mark Rutte is the Prime Minister of the Netherlands, having served as its head of government since 2010. He has served as the leader of the People’s Party for Freedom and Democracy, a conservative-liberal party, since 2006. In addition, he has served as a representative in its House in 2003 and as State Secretary at Social Affairs and Employment Ministry. In 2016, Rutte was appointed to the High-Level Panel on Water, a panel to accelerate the implementation of the Sustainable Development Goals by the UN Secretary General.

Xavier Bettel is the Prime Minister of the Grand Duchy of Luxembourg, having served as its head of government since 2013. A member of the Democratic Party, a liberal political party, he became the first openly PM in Luxembourg and married his husband in 2015, the same year same-sex marriage was legalized in the country. He has served as the Minister for Communications and Media and the Mayor of Luxembourg City.



Charles Michel was the Prime Minister of Belgium, having served as its head of government from 2014 to 2019. He was sworn in as the youngest PM since 1845. He previously served as the Minister of Development Cooperation, and the President of the Reformist Movement- a liberal French political party. Michel is the current President of the European Council.

Boyko Borisov was the Prime Minister of Bulgaria, having served intermittently as its head of government from 2009-2013, 2014-2017, and 2017-2021. He founded the Citizens for European Development of Bulgaria, a conservative and populist party. During many of his administrations, macroeconomics stabilized, FDI fell, corruption increased, electoral fraud surfaced, and freedom of press sunk. Additionally, the South Stream gas pipeline project was canceled, and instead emphasized links with Romania, Greece, Turkey, and Serbia.





Bohuslav Sobotka was the Prime Minister of the Czech Republic, having served as its head of government from 2014 to 2017. He led the Czech Social Democratic Party, a liberal democratic party, from 2010 until 2017. During his administration, he aimed to tackle tax evasion, reform the police, enforce a smoking ban, repealing the civil service act, and strengthening relations with China.

Helle Thorning-Schmidt was the Prime Minister of Denmark, having served as its head of government from 2011 to 2015. She additionally led the Social Democrats- a center-left political party, from 2005 to 2015. During her administration, she rolled back anti-immigration legislation, passed tax reform, etc. Her cabinet split due to conflicts over the sale of DONG Energy to Goldman Sachs. Note: Her successor Lars Lokke Rasmussen, is important, however his policies in this committee are relatively similar enough that the character has less of a need to change.



Angela Merkel was the Federal Chancellor of Germany, having served as its head of government from 2005 to 2021. She led the Christian Democratic Union- a Christian democratic and conservative-liberal political party, from 2000 to 2018. Additionally, she was the first female chancellor of Germany and often referred to as the de facto leader of the EU. Elected in a landslide with her CDU party, she emphasized international cooperation, strengthening transatlantic economic relations, and even briefly served as the President of the European Council in 2007 and the senior G7 leader from 2011-2012 and 2014-2021.

Taavi Rõivas was the Prime Minister of the Republic of Estonia, having served as its head of government from 2014 to 2016. He also led the Reform Party- a liberal political party- briefly, and previously served as the Minister of Social Affairs from 2012 to 2014.



Enda Kenny was the Taoiseach of the Republic of Ireland, having served as its prime minister and head of government from 2011 to 2017. He led the Fine Gael- a liberal-conservative and Christian democratic party, from 2002 and 2017. Previously, he served as the Minister for Tourism and Trade.

Alexis Tsipras was the Prime Minister of Greece, having served as its head of government from 2015 to 2019. He has also served as its Minister for Foreign Affairs, the Leader of the Opposition and the President of the Syriza- a left wing political party, the latter two he remains today. During his administration, he oversaw negotiations for the Greek debt crisis, the bailout referendum, and was a major figure in the European migrant crisis due to Greece's proximity. He also introduced a cohabitation agreement for same-sex couples, which paved the way for the later adoption laws ratified in 2018.



Mariano Rajoy was the Prime Minister of Spain, having served as its head of government from 2011 to 2018. He is a member of the People's Party- a conservative and Christian democratic political party- and served as its leader from 2004 to 2018. His administration was marked by a major financial crisis, in addition to the 2017-2018 constitutional crisis, spurred by the Catalan independence referendum of 2017.

Zoran Milanović was the Prime Minister of Croatia, having served as its head of government from 2011 to 2016. He was the President of the Social Democratic Party - an antifascist, progressive, and pro-EU party, from 2007 to 2016. He is currently the head of state of Croatia, serving as its President. His administration saw the entry of Croatia into the EU in 2012 and legalized same sex partnerships in 2014.



Matteo Renzi was the Prime Minister of Italy, having served as its head of government from 2014 to 2016. During his administration, his government changed the Italian electoral law, relaxed labor and employment laws, simplified civil trials, introduced same-sex civil unions, and reformed public administration. During the migrant crisis, he approved a law decreeing the international protection of migrants, and ordered the Operation Mare Nostrum. He additionally, after several wrecks, called an emergency meeting of EU leaders. Renzi formed a close relationship with Obama, supported the 2014 military intervention in ISIL and international sanctions during the 2014 Russian intervention in Ukraine. Renzi was a close ally to Hollande of France and met many times with Merkel.

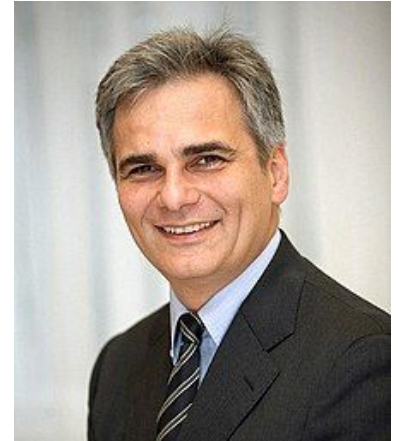
Paolo Gentiloni was the Prime Minister of Italy, having served as its head of government from 2016 to 2018. During his administration, after the resignation of Renzi, he implemented stricter rules on immigration and social security. He built closer relations with countries of the Persian Gulf and deeper ties with India. Before his administration, he served as the Minister of Communications and the Minister of Foreign Affairs, the latter under the PM Renzi.





Joseph Muscat served as the Prime Minister of Malta, having served as its head of government from 2013 to 2020. He led its labour party- a centre-left political party, from 2008 to 2020. His administration pulled together a national consensus on economic growth, changed welfare and civil liberties, including the legalization of same-sex marriage in 2017. During his premiership, Malta became attractive to businesses for FDI, online gaming, information, technology, etc. He also introduced increases in the minimum wage and private sector involvement in healthcare.

Werner Faymann was the Chancellor of Austria, having served as its head of government from 2008 to 2016. Additionally, he served as the chair of the Social Democratic Party of Austria, a socialist political party, from 2008 to 2016. Before his chancellorship, he was a bank consultant, a MP of the Viennese State Parliament, the Minister of Transport, and a Member of the National Council. During his administration, he enacted reforms for education and social security and shifted his party to Euroskepticism. He resigned in 2016.



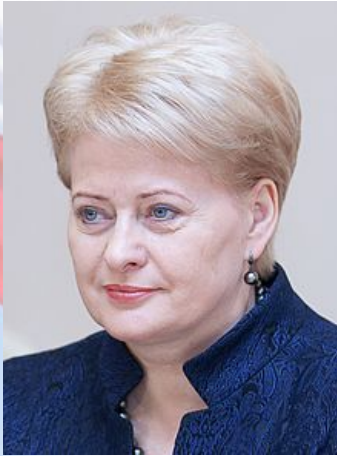
Christian Kern was the Chancellor of Austria, having served as its head of government from 2016 to 2017. Like his predecessor, he also served as the chair of the Social Democratic Party, from 2016 to 2018. Prior to his chancellorship, he served as a Member of the National Council, CEO of Austrian Federal Railways. After succeeding Werner Faymann, Kern vowed to create a “New Deal” for workers to ensure they could receive fruits of economic prosperity.

Ewa Kopacz was the Prime Minister of Poland, having served as its head of government from 2014 to 2015. She previously served as the Marshal of the Sejm and the Minister of Health. She succeeded Donald Tusk as PM and currently serves as the Vice President of the EU Parliament. She has been a member of the Civic Platform- a center-right political party since 2001. During her premiership, she called for increased US presence in Poland to deter Russian aggression and was vocal in her support for Ukraine during the 2014 war.



Beata Szydlo was the Prime Minister of Poland, having served as its head of government from 2015 to 2017. She is a member of the Law and Justice Party- a right wing populist and national conservative political party in Poland. She currently is a Member of the European Parliament and is the vice-chair of the European Conservatives and Reformists group/coalition. During her premiership, she was a vocal critic of the EU and its policies, particularly in regard to immigration.

Laimdota Straujuma was the Prime Minister of Latvia, having served as its head of government from 2014 to 2016. Before her premiership, she was the Minister of Agriculture, and she is a member of the Unity Party- a center-right political party in Latvia. She was the first female PM of Latvia. Her premiership was marred by internal coalition problems relating to national defense in retaliation to the Russian annexation of Crimea, teacher strikes, state assistance to Air Baltic, and the European migrant crisis, leading to her resignation.



Dalia Grybauskaitė was the President of Lithuania, having served as its head of state from 2009 to 2019. She was the first female President of Lithuania and the first president to be re-elected for a second term. Before her presidency, she served as the Minister of Finance and the European Commissioner for Financial Programming and the Budget. She is an independent, but in her youth, she was a member of the Communist Party. During her presidency, she boycotted the Sochi Winter Olympics and saw deteriorated relations with Russia, particularly its influence in the Baltics.

António Costa is the Prime Minister of Portugal, having served as its head of government since 2015. Before his premiership, he served as the Minister of Parliamentary Affairs, the Minister of Justice, the Minister of Internal Administration, a Member of the European Parliament, and as the Mayor of Lisbon. He is a socialist and has served as the Secretary-General of the Socialist Party in Portugal since 2014. During his tenure, Portugal experienced its deadliest wildfires ever, firstly in [Pedrogão Grande](#), before it spread to other areas in 2017.



Miroslav Cerar Jr. was the Prime Minister of Slovenia, having served as its head of government from 2014 to 2016. After his premiership, he served as the Deputy Prime Minister and the Minister of Foreign Affairs. He was the leader of the Modern Centre Party, a social liberal political party in Slovenia, from 2014 to 2019. He spent much of the 1980s with his law degree advocating for the democratization of Slovenia and was awarded a Fulbright Fellowship in 2008. His government saw the stabilization and consolidation of the economy and public finances by correcting macroeconomic imbalances. As Minister of Foreign Affairs, he was an ardent supporter of EU enlargement and EU cooperation, with a focus on sustainability, human rights, multilateralism, and economic diplomacy.


Robert Fico was the Prime Minister of Slovakia, having served as its head of government from 2006-2010 and from 2012-2018. Before his premiership, he served as an MP in what was then Czechoslovakia, and then in the Council of Europe. He has been the leader of the Direction - Slovak Social Democracy Party- a national populist social democratic party since 1999. During his administration, he sought to strengthen relations with Serbia and Russia, non-EU countries. He currently serves as a Member of the National Council of Slovakia.



Stefan Löfven was the Prime Minister of Sweden, having served as its head of government from 2014 to 2021. He was the leader of the Social Democratic Party- a center left political party in Sweden- from 2012 to 2021. During his premiership, he saw a budget crisis in the Riksdag, recognized the State of Palestine, and supported closer security cooperation with Saudi Arabia. He resigned in 2021 and currently, he serves as the President of European Socialists, a social democratic party in the EU (Council of Europe, EU Parliament, EU Commission, EU Council, etc)

Juha Sipilä was the Prime Minister of Finland, having served as its head of government from 2015 to 2019. He previously served as the Speaker of the Parliament of Finland and currently serves as an MP. He led the Centre Party- a center right political party in Finland- from 2012 to 2019. Once taking office, he struggled with Finland's economy, implementing austerity measures that were widely criticized. Before his premiership, he was a businessman, leading the Elektrobit Oyj and Solitra Oy as their CEO.





SPECIAL VOTING PROCEDURE

In order to make this Joint as accurate as possible, a special procedure will be implemented when it comes to the passage of directives. This procedure will essentially mirror how legislation is passed within the EU, but some aspects will be changed in order to tailor it to this Joint.

Both committees will be debating and discussing the various topics and objectives outlined in the guides, however, the passage of directives is where the functions of each committee diverges. The Commission is tasked with drafting directives; they are **NOT PASSING DIRECTIVES**. Rather than voting to pass a directive, the Commission will vote on whether to send off a directive to the Council (standard crisis procedure applies during this vote). If it does not pass, the procedure will end there and discussions will continue on.

If the Commission successfully votes on sending off a directive to the Council, the Council is then charged with discussing the directive. The Council may amend the directive and then vote, or, they may go ahead with voting on passing the directive without making any amendments. In order for a directive to be passed by the Council and go into effect, a qualified majority (16 delegates or 55%) is required. If a qualified majority is not reached, then the directive is scrapped.

In summary, the Commission drafts directives to send off to the Council, while the Council is tasked with discussing, amending and passing directive to go into effect. If any questions arise during the conference, please bring it to the attention of the Dais or Crisis Directors.



QUESTIONS TO CONSIDER

- Which nations have the most to gain or lose from this convening? Who is most and least affected?
- Besides asylum seeking, what measures does your nation propose for long term residency of migrants? How and when will expatriation work?
- What can, if anything, the EU do to address the root causes of migration from North Africa and the Middle East?

SOURCES

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