



**European Migration Network
ANNUAL CONFERENCE 2018**

**4-5 OCTOBER
VIENNA
AUSTRIA**

MANAGING MIGRATION –
FROM REACTING TO SHAPING

CONFERENCE REPORT





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Foreword

In the framework of the Austrian EU Presidency the Austrian National Contact Point in the European Migration Network (EMN) organized the EMN Annual Conference 2018 with the title “Managing Migration – from Reacting to Shaping” on 4 and 5 October, 2018. More than 200 representatives of the EU, EU Member States and Non-EU countries, as well as of international organizations, NGOs and academia participated in the conference at the House of Industry on Schwarzenbergplatz in Vienna. The speeches by the 21 speakers were simultaneously interpreted into either German or English.

In three thematic panels, the participants dealt with migration cooperation between the EU and third

countries, the return and reintegration of migrants, as well as local protection and support measures for migrants and displaced persons. A copy of the conference program is found in the annex.

This publication is available on the homepage of the Austrian National Contact Point at www.emn.at.

With the publication of this conference report, we take pleasure in providing you with interesting details and information for further thought. Here once again we wish to expressly thank the conference speakers for their contributions.

We hope you enjoy reading the report.

**The team of the Austrian National Contact Point
in the EMN**



The European Migration Network

The European Migration Network (EMN) was launched in 2003 by the European Commission by order of the -European Council in order to satisfy the need for a regular exchange of reliable information in the field of migration and asylum at the European level. Since 2008, Council Decision 2008/381/EC has constituted the legal basis of the EMN and National Contact Points (NCPs) have been established in the EU Member States (with the exception of Denmark, which has observer status) plus Norway.

The EMN's role is to meet the information needs of European Union (EU) institutions and of Member States' authorities and institutions by providing up-to-date, objective, reliable and comparable information on migration and asylum, with a view to supporting policymaking in the EU in these areas. The EMN also has a role in providing such information to the wider public.

The NCP Austria is – pursuant to an agreement with the Federal Ministry of the Interior – located in the Research and Migration Law Department of the Country Office for Austria of the International Organization for Migration (IOM). The IOM office was established in 1952 when Austria became one of the first members of the Organization. The main responsibility of the IOM Country Office is to analyse national migration issues and emerging trends and to develop and implement respective national projects and programmes.

The main task of the NCPs is to implement the work programme of the EMN including the drafting of the annual policy report and topic-specific studies, answering Ad Hoc Queries launched by other NCPs or the European Commission, carrying out visibility activities and networking in several forums. Furthermore, the NCPs in each country set up national networks consisting of organizations, institutions and individuals working in the field of migration and asylum.

In general, the NCPs do not conduct primary research but collect and analyse existing data and information. Exceptions might occur when these are not sufficient. EMN studies are elaborated in accordance with common study templates in order to achieve comparable results within the EU and Norway. Since the comparability of the results is frequently challenging, the EMN has produced a glossary, which ensures the application of similar definitions and terminology in all national reports.

Upon completion of national reports, the European Commission with the support of a service provider drafts a synthesis report, which summarizes the most significant results of the individual national reports. In addition, topic-based policy briefs, so-called EMN Informs, are produced in order to present selected topics and compare national results in a concise manner. All national studies, synthesis reports, informs and the Glossary are available on the website of the European Commission Directorate-General for Migration and Home Affairs. □



Welcome and Opening of the Conference

Welcoming remarks

Marian Benbow Pfisterer



Marian Benbow Pfisterer, Head of the International Organization for Migration (IOM) Country Office for Austria.

In her opening remarks, Marian Benbow Pfisterer (IOM Austria) extended a warm welcome to the conference participants. After briefly introducing the tasks and the structure of the European Migration Network (EMN), she specifically emphasized the fact that even back in 2003 the Federal Ministry of the Interior had nominated the Country Office for Austria of the International Organization for Migration as National Contact Point Austria in the EMN. She also used the opportunity to thank the Ministry of the Interior for excellent cooperation through the years.

Benbow Pfisterer further explained that the EMN Annual Conference had the objective of exploring the external dimension of European Union's migration policies. She also thanked the moderators and the invited expert-participants and expert-speakers, whose contributions were crucial to achieving the aim of the conference. □

Federal Minister Herbert Kickl



Herbert Kickl, Austrian Federal Minister of the Interior.

In his welcoming remarks, Austrian Federal Minister of the Interior Herbert Kickl thanked the International Organization for Migration for hosting the Annual Conference and arranging the line-up of exceptional speakers. He also expressed his gratitude for the large number of participants, whose presence he regarded as indicative of the importance of the issue of migration as well as of the conference. He stressed that Europe was at a crossroads regarding migration policies and was facing decisions on how to solve impending challenges, which would determine future developments in migration. The EMN conference presented, therefore, the ideal setting for constructive discussions.

To be prepared for the impending decisions, he stated, a foundation of data was imperative, as the necessary steps could only be taken based on analysis. Referring to these necessary steps, the federal minister presented his idea of moving forward from the current, reaction-based mindset towards an action-based one. According to his view of policymaking, this meant taking realities into one's hands and shaping them appropriately. This included a similar communication policy, focusing on which migration policy messages were sent and what effects these had.

Experience gained during the migration events of 2015/2016 had shown that there was need for a new, sustainable and future-ready migration and protection system. Therefore, three key questions needed to be answered, which should also be tackled during the conference and discussions:

- How can the future of global migration be actively shaped?
- What common aim unites (the Member) States in their efforts?
- What measures are needed before we can speak of a modern protection and migration system?

The federal minister identified as key components the factors of cooperation between countries (countries of origin, countries of transit and countries of destination) as well as rebuilding the population's trust in a protection and migration system. A further key role would be played by the system of local protection and support, which currently was not protecting those most in need. According to the federal minister, at present only those were protected who had reached Europe but not those who needed assistance in their countries of origin. A relationship on equal terms was also required, which would ideally benefit both sides. The current activities of people smugglers also needed to be eradicated. Additionally, effective border management was required.

All these aspects had to be integrated into a modern protection system adapted to the realities of a globalized and digitalized world. The federal minister hoped the conference would provide appropriate impulses, in view of the current inconsistency between an old protection system and a modern world, as well as for a new protection system. Obviously, a new protection system would also need to respect basic principles founded on the rule of law as well as the fundamental rights of the affected people, and the procedures had to be carried out in accordance with these principles and rights. □

Manfred Profazi



Manfred Profazi, Senior Regional Adviser for Europe and Central Asia, International Organization for Migration.

Manfred Profazi (IOM Headquarters) welcomed the conference participants on behalf of the International Organization for Migration. He emphasized the special character of the conference given that in 2018 the EMN marks its tenth anniversary, and this also spoke for the long-standing cooperation between the European Commission, the Member States and the International Organization for Migration under the EMN umbrella. The International Organization for Migration was proud of its collaboration with Austria within the EMN since 2003. Profazi also referred to further contributions to the EMN by the International Organization for Migration, through National Contact Points in Lithuania, Slovakia and Croatia as well as the regional office in Brussels.

Profazi framed the year 2018 as an historic one for global migration policy. In this regard he referred to the Global Compact for Migration (GCM), which represented a huge opportunity for Europe as well as the internal and external dimensions of migration. The GCM, the finalization of which was still outstanding, was to be considered truly historic, he stated, given that it was the first comprehensive and inter-governmental agreement on migration developments at UN level. Furthermore, this would be achieved at a time when the narrative surrounding migration was politically charged and controversial. He particularly stressed that the GCM aimed neither at encouraging migration nor at preventing it. Additionally, the agreement would not be legally binding for the community of states. He noted that the GCM recognized migration as a global issue and was intended to help achieve a balance between the rights of individuals and sovereignty of states as well as envisage what migration policies should look like in the future. □



Key Note Speech

Paul Collier



Paul Collier, Professor of Economics and Public Policy, University of Oxford.

In his key note speech, Paul Collier (University of Oxford) focused on current facts, determinative factors for migration as well as currently persisting challenges on a global level. By way of introduction, the professor at the University of Oxford noted the constant change he had observed in the EU asylum and migration system, taking place first at long intervals then from one week to the next.

The current system was neither ethical nor realistic. There was a lack of understanding for the fact that 85 per cent of the world's refugees lived in poor haven countries close to their country of origin. The people who came to Europe were largely the least needy, the most educated, the youngest and the most affluent ones. Germany spent around EUR 25,000 per year on each of these refugees, while practically nothing was spent on the remaining 85 per cent of the world's refugees who were still in haven countries. In addition, he noted, a lot of people who were not in fact refugees were lured to Europe; in Africa in particular the narrative "Europe or death" was dominating the discourse. This meant that many people ended up dying during their journeys while those who actually reached Europe ended up with deep regrets for having left their countries of origin, due to the limited chances for success in Europe. He referred to Italy, where around 500,000 people from Africa lived, who shortly after their arrival had faced reality: just a little bit of money and no access to training. They could not go back either, however, because the narrative or "Europe or death" meant they would face humiliation in their countries of origin.

The problems of the current system were also reflected in the collapsed trust in European governments existing among the population. The main driver was

mismanagement of migration. That had led to a polarization into two groups, both wanting a radical change in the asylum system, the one wishing it to become ethical and the other wishing it realistic. These groups were opposing each other, as if there was a trade-off between being ethical or being realistic.

Based on his long-standing experience, Collier stated that most policy problems had solutions. Largely, however, these solutions did not fit neatly into the established silos of government departments but required interministerial cooperation. Frequently, migration issues were "siloed" with the ministry of the interior. However, according to Collier, the solution to the problem required 90 per cent of the input from other ministries. He furthermore identified a problematic relationship between politics and the press, with politicians frequently asking themselves what announcements they could present to the press and the electorate. He called for a long-term strategy, which was proving particularly difficult in the European Union, due to the "siloed" responsibility structure and the fact that European policy in the past had continue to drive itself ever deeper into this quagmire.

Collier also pleaded for a new narrative on migration and refuge: a "sustainable migration system". This would comprise three central aspects:

- sustainability – because this would also mean being ethical;
- democratic support – and therefore necessarily a realistic policy strategy;
- refraining from measures which had a fairly high risk of leading to regrets at a later time.

Initial thought should be given to what a sustainable system should look like and what goals should be set, to build a system that was ethical, realistic and would not lead to sources of regret. Subsequently, there should be a transition from the status quo to this new system. Collier acknowledged that such a transition was most likely to be messy but it was also the only possible way.

An ethically viable goal was a duty to the 85 per cent of the world's refugees who were still in regional havens, Collier noted. These haven countries had one point in common: they were poor and a source of conflict and disorder. Their neighbouring countries were also poor, although not as poor as the countries of origin, which meant that flight to a neighbouring state and employment there presented a clear improvement in living con-

ditions over those in the country of origin. Given that refugees were willing to work for a lower wage, salary levels in the neighboring countries were decreasing, which was why refugees usually did not get work permits. This on the other hand led to the need for long-term support of these people. Collier emphasized that the goal could not be to maintain these people in the long term but, on the contrary, to restore their autonomy. In this respect Europe needed to take up responsibility, while the answer was not to bring these refugees to Europe but rather to provide for financial support and jobs in the affected regions, meaning the countries of origin and neighbouring countries.

Collier referred as an example to the developments in Jordan, where nowadays refugees were allowed to work. Furthermore, due to related changes in the legal framework by the European Commission, Jordanian firms now also had access to the European market, which enabled them to also sell in Europe products fabricated in Jordan. This had triggered an increased need for jobs in the region, which to a certain extent could be filled by refugees. With reference to this example, Collier pointed out that it had been the ministries of trade of the European Union that had promoted a solution in the field of migration management and not the formally responsible ministries of the interior, providing an example of joined-up policy-thinking.

Referring to the asylum system, Collier argued that refugee's right for protection did not mean they could choose the place of protection. The asylum system had to distinguish between those who genuinely needed safe haven in Europe because Europe was the first haven country, and those who already had gotten protection and were seeking resettlement. An additional distinction was required between refugees and "aspirational migrants", that is, those who lacked a future perspective in their countries of origin and came to Europe with the hope of better opportunities. Collier applied this term specifically to young men from poor countries, for example Sudanese doctors in London. Currently, he claimed, there were more Sudanese doctors in London than there were in the whole of Sudan. From an economic point of view this could be considered a positive development since it increased global GDP, but it was not ethical to educate doctors elsewhere and employ them in Europe. These doctors were needed more in their countries of origin.

In Collier's view, there were enough firms in Europe which could bring in jobs to the affected regions. To

ensure that globalization worked for people, jobs needed to move to the people and not the other way around. In this context he also referred to the European Investment Bank and the European Bank for Reconstruction and Development. The president of the European Bank for Reconstruction and Development had previously stated a need for investment in the Sub-Sahara region, which the board of directors, that is representatives of the ministries of the Member States, had rejected. The ethical duty, however, was to move jobs to these regions.

Referring to measures likely to become sources of regret in the future, Collier mentioned the anxiety of semi-skilled people in Europe that robotics would destroy their jobs. As this is expected to happen, care needed to be taken when bringing semi-skilled people to Europe. Otherwise there was a danger in the long term that either such people or the Europeans would not have work. He recommended proceeding cautiously because, although the door to Europe could easily be opened wider after recognizing an increased need for workers, it was impossible to send people back. □



Opening Panel

Opening Panel

The participants discussed migration policy developments at EU and global levels, on the basis of current facts and data as well as expected future strategies. Participating in the panel, chaired by **Michael Fleischhacker**, were **Henrik Ankerstjerne**, Deputy Permanent Secretary of the Danish Ministry of Immigration and Integration,

Ioan-Dragos Tudorache, Head of Irregular Migration and Return Policy Unit of the European Commission, **Siga Fatima Jagne**, Commissioner for Social Affairs and Gender at the ECOWAS Commission, and **Paul Collier**, Professor of Economics and Public Policy at Blavatnik School of Government, University of Oxford.



Participants in the opening panel (l. to r.): moderator Michael Fleischhacker (Quo Vadis Veritas Redaktions GmbH), Henrik Ankerstjerne (Danish Ministry of Immigration and Integration), Siga Fatima Jagne (ECOWAS Commission), Ioan-Dragos Tudorache (European Commission) and Paul Collier (University of Oxford).

Drawing on the key note speech by Collier as well as the speech by the Austrian Federal Minister of the Interior, key factors were identified that allow active management of the asylum and migration system.



Henrik Ankerstjerne, Deputy Permanent Secretary, Danish Ministry of Immigration and Integration.

In this context **Henrik Ankerstjerne** (Danish Ministry of Immigration and Integration) mentioned the Danish-Austrian cooperation, which he judged very close. Denmark shared the views of Austrian policymakers, particularly regarding return centres outside of Europe as well as data collection and analysis. The absolute necessity of data collection was also the result of previous practices in Denmark. Although data about peoples' movements were collected, these would not be subsequently analysed. When 180 cases of refugees were recently analysed, it had emerged that only a small percentage directly came to Europe. Most of the people had already found protection elsewhere. In the end, people's movements were more about finding better options than fleeing persecution. Hence it was crucial to first establish from where a person seeking protection had come in order to then take appropriate measures. Denmark also needed get more involved, he said, for example in the creation of jobs in the affected regions, as proposed by Collier. First, however, data were necessary because otherwise well-mapped support could not be provided. □



Siga Fatima Jagne, Commissioner for Social Affairs and Gender, ECOWAS Commission.

Siga Fatima Jagne (ECOWAS Commission) presented the focus of migration policies by ECOWAS.

Emphasis was put on trying to prevent young people from leaving, she reported. In this regard she mentioned that 80 per cent of migration took place within the ECOWAS space. Less than 10 per cent of individuals moved out from the ECOWAS space, the other 10 per cent were engaged in seasonal movement in order to find employment as seasonal workers. These people subsequently moved back to their countries of origin. This was also encouraged and managed by ECOWAS because it helped avoid out-migration from ECOWAS. This specific type of migration particularly involved women, young people and better-educated people but not those who needed help from an economic point of view.

In this regard Jagne referred to "growth centres" which had already been experimented with in Gambia. In rural areas, infrastructure such as electricity, schools and leisure facilities was provided to prevent the resident population from moving to urban areas, where they were likely to become victims of human trafficking. Rural areas were to be supported to encourage young people to stay there.

"If we don't start our work in the rural areas, we won't keep people from migrating."

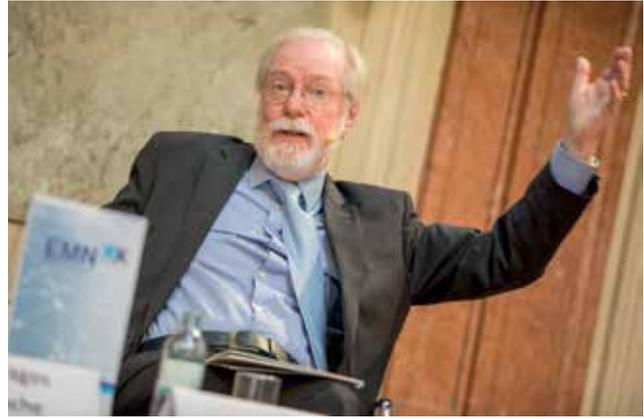
Siga Fatima Jagne

For this reason, she noted, ECOWAS also encouraged Member States to train people in ICT or to encourage them to start their own companies. □



Ioan-Drăgost Tudorache, Head of Irregular Migration and Return Policy Unit, European Commission.

The representative of the European Commission, **Ioan-Drăgost Tudorache**, observed that emotions were dominating the migration debate. In the end, this was precisely why the EMN was important. To overcome emotions, a focus on facts and reality was needed to bring a reality check into the (political) debate. With reference to the external dimension of migration policies, he noted that the priorities of the European Union had not changed since or despite the refugee crisis in 2015/2016 as compared to before. The refugee crisis had, however, brought new instruments or led to the sharpening and refining of already existing instruments. Furthermore, coherence played an increasingly crucial role. This coherence was seen on the one hand in compact approaches at European Union and Member State levels. On the other hand, more attention was being given to coherence in policies, for example between migration policies and investments to create jobs in third countries. □



Paul Collier, Professor of Economics and Public Policy, University of Oxford.

Paul Collier (University of Oxford) emphasized, with reference to common policy development, that the problems in the asylum and migration system were entirely fixable as long as joined-up policies and long-term thinking were pursued.

“This is an entirely fixable problem.”

Paul Collier

As opposed to some years ago, he said, nowadays there was movement within the EU migration policies. Currently new proposals were being put forward in the European Union and the G20. Yet he saw a persisting problem in the phenomenon that migration had already been politicized before it was being analysed.

For Collier, the heart of the matter was to promote a change of narratives, thereby for example encouraging students from African countries to return to their countries of origin after having been educated in Europe. In keeping with this notion, the currently dominating narrative of “Europe or death” needed to change into a narrative of hope: “Africa is the future”.

At the same time Collier called for NGOs to change their narratives. He noted that jobs were contributing to giving back autonomy and dignity to refugees. In his view, frequently no jobs were available in the host countries because companies would face a reputational risk and were worried about NGOs accusing them of exploiting refugees. By doing so, NGOs having the express goal of supporting refugees were inadvertently becoming the great obstacle to the main thing that refugees needed: a restoration of dignity and autonomy. Correspondingly, Collier criticized NGOs for acting irresponsibly and called for them to either get real or get out.

Collier also specifically expressed his approval for circular migration. He suggested a model allowing limited residence within Europe for three years, followed by enforced return to the country of origin. In this way jobs

emerging in Europe would be filled by new employees every three years. Migrants would return to their countries of origin with money and skills. He observed that this model had not yet been discussed, however, because one faction of political decision makers did not want any Africans in Europe and the other faction wanted to save Africa. Neither of the two factions talked about bringing opportunities to Africa. □

During the subsequent **discussion with the audience**, the UNHCR representative for EU Affairs, Sophie Magennis, remarked that she perceived from the discussions a rather simplistic answer to the current problem. In her opinion, the notion had been conveyed that the European Union should not receive any or very few asylum seekers or refugees and that protection should be granted exclusively in the countries of origin. UNHCR viewed such exclusive accommodation in countries of origin as both problematic as well as counterproductive. The European Union had to grant protection and support in the countries of origin; in this connection resettlement additionally played a crucial role, she stated.

The participants in the panel discussion agreed that Europe needed to continue to grant protection. In proportion to their means, each state should contribute through financial support, investment and the creation of jobs. Pointing to the number of cases of protection status granted in the European Union, the representative of the European Commission stressed that the European Union was taking its responsibility seriously.



A conference participant during the discussion with the audience.





FOCUS 1:
**Migration Diplomacy
and Migration Management**

FOCUS 1: Migration Diplomacy and Migration Management

A panel chaired by **Belachew Gebrewold** spotlighted diplomatic approaches to migration management. With a specific focus on international partnerships, the topic was discussed by **Nicolás Berlanga Martínez**, Adviser on Migration for the European External Action Service,

Henrik Ankerstjerne, Deputy Permanent Secretary in the Danish Ministry of Immigration and Integration, **Monika Laurinavičiute**, Coordinator of the International Cooperation Unit of Frontex, and **Camille Le Coz**, Policy Analyst for the Migration Policy Institute.



Participants in Focus 1 (l. to r.): moderator Belachew Gebrewold (Management Center Innsbruck), Nicolás Berlanga Martínez (European External Action Service), Henrik Ankerstjerne (Danish Ministry of Immigration and Integration), Monika Laurinavičiute (Frontex) and Camille Le Coz (Migration Policy Institute).

At the outset, panel chair Belachew Gebrewold observed that the word “crisis” had been used with a very negative connotation in 2015 and 2016. He suggested instead an interpretation of the term in its original Greek context as referring to a point of decision. Compared with authoritarian regimes, decision-making was more difficult in Europe, he said, not least due to the strong rule of law and the core principles that came along with it. He called on the panel to focus on three main issues:

- Existing forms of migration cooperation
- Lessons learnt in the past years and beyond
- Impact of migration on and within third-countries



Nicolás Berlanga Martínez, Adviser on Migration, European External Action Service.

Nicolás Berlanga Martínez (European External Action Service) presented in the migration context existing models of cooperation between the European Union and third countries. In his introduction, he first explained that migration must be understood within a holistic approach.

Although there had been a “migration shock” in 2015, the figures on migrants had remained at a constant level for the last 15 years. Due to the migration events of 2015 two new instruments had emerged, which, he noted, witnessed to a paradigm change in the relationship between Africa and the European Union: the investment strategies for third countries by the European Union, which provides funding for investors in Africa; and the “Africa-Europe Alliance for Sustainable Investments and Jobs”, fostering autonomy for African countries.

Another reaction to the migration events of 2015 was the “Joint Valletta Action Plan”, which considers the phenomenon of migration comprehensively. The plan identifies partnership, solidarity and shared responsibility as key values. The “Global Compact for Migration”, he additionally observed, acknowledged the complexity of the phenomenon of migration. He nonetheless called for

further and stronger cooperation between Africa and the European Union, among other things because of common interests.

In his closing remarks Martínez emphasized that when talking about migration issues one was talking about individuals, so that saving human lives should be the priority. □



Henrik Ankerstjerne, Deputy Permanent Secretary, Danish Ministry of Immigration and Integration.

Henrik Ankerstjerne (Danish Ministry of Immigration and Integration) began his presentation by saying that everything started with return. Although this might not sound charming, global cooperation in migration did not work if states did not take back their own nationals. Referring to the case of an Iraqi football team, he illustrated how lacking return agreements could cause a blockade in the system. Only insistence and light pressure could finally solve the situation and a return agreement was signed. In this respect he also focused on cooperation with other Member States and the crucial role this played, with uncoordinated return potentially leading to problems at an operational level for third countries accepting back their nationals. In this context he also mentioned the “Joint Valletta Action Plan”, which amongst other items for the first time specifies the obligation of a country to take back its own nationals. □



Monika Laurinavičiute, Coordinator of the International Cooperation Unit, Frontex.

Monika Laurinavičiute (Frontex) presented current developments in cooperation between Frontex and third countries with reference to border management. She stressed that border management and diplomacy were not naturally associated with each other. Frontex saw itself mainly as an operational agency which also paid specific attention to the external dimension of EU migration policies. Therefore, the agency worked closely together not only with Member States but also with third countries. She noted how important this was for allowing all parties to have a good situational awareness and to allow for informed decisions. She also referred to the fact that around 450 million border checks were performed each year on European Union territory, with 99 per cent are perfectly regular. The task and the challenge were therefore to recognize the few cases of cross-border crime and irregular entry.

Referring again to cooperation, Laurinavičiute reported that liaison officers had been posted to various states to foster regular dialogue with those countries. Looking to the future she mentioned the plans announced by the European Commission to negotiate an enhanced mandate for Frontex as well as a stronger standing corps. She added that Frontex did not act alone but worked together closely with the Member States, additionally supporting them in their bilateral relations. □



Camille Le Coz, Policy Analyst, Migration Policy Institute.

Camille Le Coz (Migration Policy Institute) presented aspects of partnership agreements between the European Union and third countries in the area of migration. She observed that the European Union could be seen to put more priority on migration issues since the migration events of 2015 and 2016. This included an increased focus on cooperation with third countries, and first and foremost with African countries. The issue of migration was, however, also causing growing division within Europe.

In dealing with third countries, she noted, all EU instruments had been mobilized to tackle the migration issue, although some measures had come too late. Here she mentioned the agreement between the European Union and Turkey. She observed that overall progress was being made, with the European Union increasingly making efforts to better understand what African countries want and to treat them as partners. This included expanding networks and EU delegations in African countries. Currently there were limitations for example because African countries did not necessarily want financial support, which was the main leverage the European Union had offered, but preferred visas. Le Coz further observed increased engagement by African countries to prevent irregular migration. The implementation of these migration strategies did, however, take time, even though results were expected soon.

She stressed that action was also required on the part of the European Union, for example to create legal pathways to Europe. She also pointed to the risk of the European Union putting forward migration policies not supported by African countries. Another emerging question was how cooperation between the European Union and third countries would be shaped in the future. Although the European Union spoke with one voice, she said, the interests of the Member States and their engagement in third countries varied. □

Members of the audience commented that legal migration could contribute on the one hand to reducing irregular migration as well as provide the European Union with additional advantages, in view of the increased percentage of elderly people and the shortage of skilled workers. The panel participants responded that it was not proven whether creating legal migration paths would reduce illegal migration. Furthermore, considering the need to control the labor market, due to policy considerations it was neither possible nor sustainable to open migration paths to Europe without a specific reason.



A conference participant during the discussion with the audience.





FOCUS 2: Return and Sustainable Reintegration

FOCUS 2: Return and Sustainable Reintegration

The next focus at the conference was on existing strategies relating to return and reintegration while specifically considering the factors for the success of a sustainable approach. Participating in the panel chaired by **Melita Hummel-Sunjic** were **Ioan-Dragos Tudorache**, Head of Irregular Migration and Return Policy Unit in the Euro-

pean Commission, **Nicola Graviano**, Senior Specialist for Assisted Voluntary Return and Reintegration from the International Organization for Migration, and **Nassim Majidi**, Co-Founder and Co-Director of the think tank Samuel Hall.



Participants in Focus 2 (l. to r.): moderator Melita Hummel-Sunjic (Transcultural Campaigning), Ioan-Dragos Tudorache (European Commission) and Nicola Graviano (International Organization for Migration).



Ioan-Drăgost Tudorache, Head of Irregular Migration and Return Policy Unit, European Commission.

Ioan-Drăgost Tudorache (European Commission) explained various aspects of European return policies and presented the European strategy for increasing return rates. He also commented on the relationship between return and reintegration. At the outset he noted that return was often understood as the dark side of migration management. Return had not been an EU focus policy before the migration events of 2015 and 2016, when priorities changed. The aim of the last three years had been to integrate the components of return, readmission and reintegration to make them more coherent.

The return rate, he observed, was roaming around 40 per cent, which showed that efficiency in this area had not improved. It was therefore necessary to view reintegration as an auxiliary instrument. Only by implementing corresponding measures of reintegration in the countries of origin could voluntary return be encouraged. Tudorache pointed out that putting money in the returnee's pocket was not the right approach but that community-based investment in the countries of origin was required instead. □



Nicola Graviano, Senior Specialist for Assisted Voluntary Return and Reintegration, International Organization for Migration.

Nicola Graviano (IOM Headquarters) presented an overview of progress made in return and reintegration programmes by the EU and IOM and challenges faced in this regard, with a specific focus on the operational level. Here he stressed in particular the integrated approach pursued by IOM. Referring to the previous speaker, he acknowledged that everything did indeed start with return but that it certainly did not stop there.

“Everything starts with return (...), but it certainly does not stop there. Return is certainly not the end of the process because there is much more than that.”

Nicola Graviano

Return and reintegration had never been so highly valued in the political agenda as now, Graviano observed. A few years back it had been a taboo to talk about return and reintegration, but today numerous actors such as the UN and EU-Organizations had changed perceptions. Reintegration was a component to make migration more sustainable. He additionally called for a general definition of reintegration as this had so far been an ongoing issue due to the difficulties in reconciling the varying perspectives. Here he referred to the definition by the International Organization of Migration as potentially suitable, given that it considered economic, social and psychosocial dimensions at the same time. Effective reintegration, he said, was concerned not only with the returnees themselves but also with their communities. This followed from the fact that returnees had to re-establish themselves after returning to their immediate environment. However, whenever communities had a negative perception of return, reintegration was extremely difficult. The focus should therefore be put not only on reintegration of the returnee but also on support for the local community to which the returnee returns. Correspondingly, pilot projects had

been implemented for the creation of jobs in the countries of origin, he reported. Reintegration had to follow a multi-faceted approach, which would additionally allow identification of the factors leading to migration. Graviano also referred to reintegration as presenting a potential win-win-situation for returnees and the local community. An additional requirement was improved monitoring to draw solid conclusions on the efficiency and the sustainability of reintegration. □

In the subsequent **discussion with the audience**, it was suggested that reintegration could by itself generate a pull factor, and it was asked whether this was considered when developing migration policies. The panel experts responded by citing the decisive need to identify the right balance between return policy and sustainable migration. It was noted that data up to now had been too scarce to assess whether reintegration measures could be seen as a pull factor.



Nassim Majidi, Co-Founder and Co-Director, think tank Samuel Hall.

Nassim Majidi (think tank Samuel Hall), joined the conference via video-link and presented possible methods for gathering data and for monitoring the effects and subsequent developments in the wake of return, readmission and reintegration. Referring to the history of return, she observed that it had always been states' responsibility to decide when repatriation was to occur. This had led to tensions within the countries of origin. Still today, she noted, returnees themselves were not part of reintegration plans.

She also stressed the importance of considering the needs of countries of origin and of local communities, while also calling for a common definition of reintegration.

Majidi furthermore proposed supplementing return and reintegration programs with a mandatory monitoring component to ensure a corresponding database for future-compliant and facts-based research and policy development. □



Conference participants discussing.

FOCUS 3: Local Protection and Support

FOCUS 3: Local Protection and Support

The final panel discussed measures for protection and support of displaced persons and migrants in countries of origin and countries of transit. The participants in the panel chaired by **Karim El-Gawhary** were **Alexander Betts**, Professor at Brasenose College, University of Oxford, **Mulualem Getachew Adgeh**, Legal Adviser in the

Ethiopian Ministry of Foreign Affairs, **Sophie Magennis**, Head of the Policy and Legal Support Unit of the UNHCR Regional Representation for EU Affairs, and **Giulia Falzoi**, Head of Migration Management in the Coordination Office for the Mediterranean of the International Organization for Migration.



Participants in Focus 3 (l. to r.): moderator Karim El-Gawhary (Austrian Broadcasting Corporation) and Mulualem Getachew Adgeh (Ethiopian Ministry of Foreign Affairs).

In a short introduction, panel chair Karim El-Gawhary shared his experience in Egypt, where refugees had no access to the formal labor market and the public health system and only limited access to the education system. The focus of the panel was a critical review of local protection and support measures.



Alexander Betts, Professor, University of Oxford.

Alexander Betts (University of Oxford), who joined the conference via video-link, took up the arguments put forward by Collier in the key note speech while additionally presenting aspects of local protection and support. Referring to European asylum and migration policies, he underscored the need pointed out by Collier to break down “siloed” administrative systems and to move towards long-term policies for the solution of migration issues.

Betts also noted that 85 per cent of the world’s refugees were based in low and middle-income countries, while only 10 countries hosted 60 per cent of the world’s refugees. These countries needed support as hosting refugees was challenging them increasingly. Considering the low numbers of refugees arriving in Europe, the challenges for Europe were not of numbers but of politics and in rebuilding the trust of the population.

“The challenges in Europe are not challenges of numbers but challenges of politics and challenges of trust that come from the breakdown of public confidence in the asylum system in Europe.”

Alexander Betts

Refugees were traditionally forced to live in refugee camps for decades because the focus within the current system was humanitarian aid, Betts observed. Historical precedents had, however, shown better ways. Here he referred to Central America, where refugees had been

given self-reliance and had been enabled long-term integration in the 1980s and 1990s.

Betts depicted an effective refugee system as providing for three basic functions:

- rescue and basic assistance (such as shelter, food, clothing);
- autonomy, that is work, education and socio-economic freedoms – so far only humanitarian support had been provided for;
- a route out of limbo – this included getting the asylum system under control and new approaches for a resettlement system.

Subsequently, he gave insight into successful projects, for example in Kenya. The local model included its own artificial currency that could be spent on designated goods in designated shops run by refugees or hosts. This enabled refugees on the one hand autonomy, while also ensuring the designated shops, as an infant industry, protection from market competition. Furthermore, a cash-for-shelter programme had been launched that involved among other things the commissioning of local businesses to build homes.

With reference to Jordan, Betts mentioned the “Jordan Compact” which enables Syrian refugees access to the labor market in selected working areas, citing it as a good example of taking advantage of globalization for the good of all those involved. According to Betts, the focus needed to be shifted to the 85 per cent of the world’s refugees living in the countries of origin, private investment must be brought to in these regions to enable similar models. Additionally, the neighbouring regions consisting of fragile states required support to reduce out-migration by refugees from these regions. This could make asylum in Europe a relatively minor matter over the long-term.

Betts further criticized the fact that asylum claims did not have identical outcomes over time and place. Consequently, an aim should be to achieve harmonization of outcomes. He additionally called for the preferences of the receiving country to be matched with the skills of refugees, for example language skills or work experience, to ensure sustainable access. □



Mulualem Getachew Adgeh, Legal Adviser, Ethiopian Ministry of Foreign Affairs.

Mulualem Getachew Adgeh (Ethiopian Ministry of Foreign Affairs) focused in his presentation on experience in cooperation between Ethiopia and the European Trust Fund. He noted that Ethiopia was a country of origin, country of transit and host country, currently hosting around one million refugees from 20 countries. As the country receiving the most financial support from the European Trust Fund, Ethiopia viewed return and reintegration as priority issues.

A further focus was on the labour market access granted to refugees since 2016, he reported. Here 70 per cent of job openings were available to the local population and 30 per cent to refugees. Additionally, refugees were given land for agricultural use. This had also triggered misconceptions of migration by the public and had caused tensions, among other things due to the high level of unemployment among nationals. □

An issue brought up by the audience was whether local African governments were effectively and fully on board with such plans and models, considering the unequal opportunities within the countries and the possibility of envy arising within the population. Betts responded by referring to data showing that the perception of refugees as a security threat had declined where tangible economic benefits were perceived by the host community. This also empowered local politicians while demonstrating to the local population that the presence of refugees was a benefit rather than a burden.



A conference participant during the discussion with the audience.

The chair of the panel also asked how refugees could be given jobs considering that the countries themselves had major economic problems; to this Betts responded with the need for the community to share in the benefits of hosting refugees. The key was to ensure integrated development that allowed development not only of the economy in the refugee camps but the entire economy in the hosting country as well. □



Sophie Magennis, Head of the Policy and Legal Support Unit, UNHCR Regional Representation for EU Affairs.

Sophie Magennis (UNHCR) started with a reference to the narrative that had dominated the first day of the conference, which had described the solution to the current issues in the EU as lying in Africa. She also referred to a paper jointly prepared by Austrian and Danish authorities together with Collier, which sets out a vision of asylum and protection as being almost exclusively outside of Europe. When it came to the protection of asylum seekers and refugees, UNHCR was fully on board, she said. Ideally, this protection was provided as nearly as possible to the places from which refugees had fled. However, the current development in the European Union's asylum policies was viewed critically by UNHCR,

given that it was difficult to ask of third countries to do something the European Union was not willing to do.

Magennis called for the major focus to be shifted to the 85 per cent of the world's displaced persons who live in neighbour states of their countries of origin. This required solidarity limited not only to money, with every country also contributing beyond financial support. Magennis cited negotiations with Mediterranean coastal states to overcome the current impasse, with unclear responsibility for leading search and rescue and for deciding where people were to disembark once rescued. Amongst African partners a perception had arisen that the European Union aimed at ensuring the disembarking of arrivals in African countries in order to shift responsibility to the global south. UNHCR and IOM had assured the African countries present during the negotiations that this had not been the plan, with the aim being rather to assist the African countries. However, the proposed Austrian-Danish vision seemed to envisage precisely this aim received negatively by African countries, she observed.

Magennis pointed out the need for a corresponding vision when approaching impending migration issues. It was difficult to build up a protection system without such a vision. She proceeded to outline the approach by UNHCR for a protection system on a global and European scale, comprising four concrete aspects:

- The European Union and states had to be much more engaged globally in developing corresponding strategies for countries of origin and countries of transit as well as legal pathways of migration.
- There had to be proper contingency planning. Despite the migration events of 2015 there was no proper system, and boat arrivals in the Mediterranean were managed on an ad-hoc basis at head-of-state level.
- An asylum system was required with effective procedures for quickly determining who is in need of protection. Further, a system of relocation within the European Union was necessary.
- Finally, better integration had to be provided for.

It was not enough to see the answer to asylum and migration issues in Africa only, Magennis stated. She called upon the European Union to provide leadership and show the countries accepting the vast majority of displaced persons that the European Union would stand with them.

These views were shared by Betts, who also stressed that by providing for proper protection in the countries of origin fewer people would come to Europe. Asylum in Europe had to be maintained in a way that was sustainable. With reference to the Austrian-Danish action plan, Betts emphasized that he did not endorse the paper in its current form. He did, however, support a vision in which protection in the countries of origin was enhanced and which involved a reform of the Common European Asylum System". A vision was needed that unified the European Union. He welcomed the Austrian-Danish leadership and called the paper itself a good starting point that still needed input from other actors such as UNHCR. □



Giulia Falzoi, Head of Migration Management, Coordination Office for the Mediterranean, International Organization for Migration.

Giulia Falzoi (Coordination Office for the Mediterranean of the International Organization for Migration) presented the European Union's Regional Development and Protection Programme for North African countries.

Regarding protection, the programme put emphasis on capacity-building initiatives in the various countries, she noted. Furthermore, reaction mechanisms for responding to asylum and migration issues would be strengthened, with awareness raised about the risks of irregular migration. Here she cited as effective the example of the videos produced for the campaign awaremigrants.org. Commenting on the videos shown, she noted that the primary aim was to enable informed decisions. The objective was not to prevent people from going on their journeys but to provide them with a basis for their decisions. Another campaign had recently been launched, she reported, which specifically targeted the distribution of information in rural areas where no internet or radio was available.

Considering the development aspect, an integral part of the program, local projects were supported that equally promoted economic development possibilities

for refugees and the host community. This included the status determination procedure, direct assistance to refugees, asylum seekers and migrants as well as registration and resettlement process capacity.

Falzoï stressed that solutions to the migration issue were to be found not only in Africa, calling on the European Union to contribute and to create legal pathways for migration to Europe.

Regarding specific measures of protection for woman migrants, Falzoï observed that women travelled mostly alone and were therefore exposed very often to special risks of abuse. The International Organization for Migration had special projects, for example to provide women with safe shelter, she reported. The gender perspective was very important to the International Organization for Migration and attention was given to that issue. □

During the subsequent discussion, **a member of the audience asked** why UNHCR primarily pushed Western countries to receive refugees while apparently not requiring solidarity and responsibility from the rich Arab oil countries. UNHCR replied that it was indeed calling on all countries to step up and provide support. Europe would contribute substantially, with around 25,000 resettlement places. Yet how, it was asked, could other countries and regions be called upon to step up efforts when the European Union put out the message that it wanted to see the solutions in other countries?

Summing up the results of the panel, **Karim El-Gawhary** suggested that the solution did not lie in Africa, nor in the European Union or in the rich Arab states, but only together could a solution be found. When looking back on the current issue in about 10 or 20 years the only relevant question would be:

“Did we fail or did we grow in managing this situation?”

Karim El-Gawhary



Karim El-Gawhary, Foreign Correspondent, Austrian Broadcasting Corporation.

Concluding remarks

Concluding remarks

Peter Webinger



Peter Webinger, Head of the Directorate for Asylum, Migration, Citizenship, Civil Status and Human Rights, Austrian Federal Ministry of the Interior.



Peter Webinger (Austrian Federal Ministry of the Interior) summarized by noting how the discussions had revealed the emotions and controversies attached to the topic of asylum and migration. He once more recalled that these matters were all about people.

Webinger observed that currently an adequate protection system did not exist, as the existing system dated back to a pre-globalized world. Hence this system was not appropriate for the now globalized world. Taking responsibility required an understanding that empathy and migration policy not only meant empathizing with migrants but also with the regions of origin and the receiving societies. The objective was therefore to create perspectives in the regions of origin. For the individual state's effort, it was essential to optimally apply the particular state's talents. Accordingly, differentiation was needed as opposed to indiscriminate solidarity.

Speaking on the solution approach, Webinger pointed out a multitude of factors needing to be considered. In view of those factors, he called for a departure from a black-and-white mentality. Although no new ideas had been presented, a new concept was seen in the holistic approach and the way in which various objectives had been linked to produce one vision.

He cited an important result of the conference as the general agreement on the necessity of data collection, especially since an undisputed foundation was essential for targeted discussions. □

Annex

**Conference Programme
4 and 5 October 2018
Vienna**

08:00 – 09:00 Registration

09:00 – 09:30

Welcome and Opening

Herbert Kickl, Austrian Federal Minister of the Interior

Manfred Profazi, Senior Regional Adviser for Europe and Central Asia, International Organization for Migration

09:30 – 10:30

Key Note Speech

Paul Collier, Professor of Economics and Public Policy, Blavatnik School of Government, University of Oxford

10:30 – 11:15 Coffee Break

11:15 – 12:15

Opening Panel

Based on current facts and expected future trends, the panel will discuss migration policy developments at European and global levels.

Henrik Ankerstjerne, Deputy Permanent Secretary, Danish Ministry of Immigration and Integration

Ioan-Drăgost Tudorache, Head of Irregular Migration and Return Policy Unit, European Commission

Siga Fatima Jagne, Commissioner for Social Affairs and Gender, ECOWAS Commission

Paul Collier, Professor of Economics and Public Policy, Blavatnik School of Government, University of Oxford

Moderator: **Michael Fleischhacker**, Quo Vadis Veritas Redaktions GmbH

12:15 – 13:30 Lunch Break

13:30 – 15:00

FOCUS 1: Migration Diplomacy and Migration Management

This panel will focus on diplomatic approaches to the management of migration to Europe, and in particular international partnerships in the field of migration, readmission agreements, as well as visa policies. Furthermore, various aspects of European border management will be discussed.

Nicolás Berlanga Martínez, Adviser on Migration, European External Action Service

Henrik Ankerstjerne, Deputy Permanent Secretary, Danish Ministry of Immigration and Integration

Monika Laurinavičiute, Coordinator of the International Cooperation Unit, Frontex

Camille Le Coz, Policy Analyst, Migration Policy Institute

Moderator: **Belachew Gebrewold**, Management Center Innsbruck

15:00 – 15:30 Coffee Break

15:30 – 17:00

FOCUS 2: Return and Sustainable Reintegration

This panel will examine the topics of return and sustainable reintegration in return countries. Besides presenting existing strategies, the participants will discuss the factors determining the success of a sustainable approach.

Ioan-Drăgost Tudorache, Head of Irregular Migration and Return Policy Unit, European Commission

Nicola Graviano, Senior Specialist for Assisted Voluntary Return and Reintegration, International Organization for Migration

Nassim Majidi, Co-Founder and Co-Director, Think Tank Samuel Hall

Moderator: **Melita Hummel-Sunjic**, Transcultural Campaigning

08:30 – 9:00 Registration

09:00 – 10:00 (PART 1) + 10:30 – 12:30 (PART 2)
FOCUS 3: Local Protection and Support

This panel will critically review protection and support measures in the regions of origin of displaced persons and migrants, as well as in transit regions. As part of a more general introduction covering EU measures and instruments, specific projects will be presented.

Alexander Betts, Professor, Brasenose College,
University of Oxford

Mulualem Getachew, Legal Adviser, Ethiopian Ministry
of Foreign Affairs

Sophie Magennis, Head of the Policy and Legal
Support Unit, UNHCR Regional Representation for
EU Affairs

Giulia Falzoi, Head of Migration Management,
Coordination Office for the Mediterranean,
International Organization for Migration

Moderator: **Karim El-Gawhary**, Austrian Broadcasting
Corporation

10:00 – 10:30 COFFEE BREAK

12:30 – 13:00
Closing Remarks

Peter Webinger, Head of the Directorate for Asylum,
Migration, Citizenship, Civil Status and Human Rights,
Austrian Federal Ministry of the Interior

13:00 – 14:00 LIGHT LUNCH



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**European Migration Network
ANNUAL CONFERENCE 2018**

**4-5 OCTOBER
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MANAGING MIGRATION –
FROM REACTING TO SHAPING

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in the European Migration Network**